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Sustainable development and international economic cooperation: human resources development

Advancing human resources development in developing countries: implementation of General Assembly resolution 54/211

Report of the Secretary-General

I. Introduction

1. In its resolution 54/211 of 22 December 1999, the General Assembly requested the Secretary-General to report to the Assembly at its fifty-sixth session on developing human resources for development. Specifically, the Assembly asked for an assessment of the contribution made by the United Nations system to human resources development through its operational activities in developing countries. It also asked for recommendations to enhance further the impact of that contribution.

2. During the latter half of the 1990s, three reports on human resources development were prepared for the General Assembly: A/50/330 and Corr.1, in compliance with resolution 48/205; A/52/540 in compliance with resolution 50/105; and A/54/408 in compliance with resolution 52/196.

3. Each of the earlier reports traced the efforts of United Nations agencies, both individually and collaboratively, to assist countries in constructing and carrying forward their strategies for human resources development. In A/50/330, the Secretary-General argued for a more comprehensive, intersectoral interpretation of human resources development. At the heart of that approach was the relationship between how people prepare for, and then carry out their preferred methods of making a living. The emphasis was on developing human resourcefulness in maximizing concordance between aptitudes, competencies, education and livelihood. Increasingly, that balancing act between learning and working has become a lifelong process for everyone.[1] In A/50/330, the Secretary-General documented several examples of United Nations agencies helping countries in building and implementing these kinds of comprehensive human resources development strategies.

4. In A/52/540, the Secretary-General reinforced the need to adopt an integrated approach to human resources development. He also outlined the concept of sustainable livelihoods, which had emerged from the World Summit for Social Development, and the joint inter-agency Task Force on Full Employment and Sustainable Livelihoods (International Labour Organization, United Nations, Administrative Committee on Coordination) in the follow-up to the Summit.[2] The report suggested that human resources development strategies should aim towards empowering all people, including the poorest, with

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skills necessary to maintain, sustain and improve their livelihood, and protect as far as possible against contingencies. Furthermore, while international support and national policies are crucial to eliminating poverty, strengthening livelihood strategies necessitates the grounding of all approaches where they should originate, at local and community levels.

5. In A/54/408, the Secretary-General focused on the new human resources development demands of emerging knowledge and information societies. Seven examples of national initiatives in community empowerment using new technologies were given. Private sector and civil society partnerships were also documented, as were joint initiatives between the United Nations system and the private sector in human capacity development using the Internet and other "virtual" means. A number of general principles emerged from these experiences: technological "leapfrogging" allowing less advanced countries without the direct advantages (or costs) of lengthy industrialization or research and development to exploit new technologies directly to market; universal and immediate access to information sources previously reachable only by a few; demand-driven learning-by-doing as a new framework for human resources development; and auto-sustainability through the empowerment of people and communities to choose their own paths of growth and transformation within nationally agreed policy frameworks.

6. The present report builds on these earlier statements and principles, and has been prepared in response to General Assembly resolution 54/211. It documents the current background and context for United Nations system activity in human resources development, in the light of the twin challenges of reducing poverty and advancing technology. It summarizes recent progress, and underscores strengths and shortcomings. It responds to the emphasis in resolution 54/211 on information technologies as being pivotal for the future of broader and more equitable human resources development. Finally, it offers suggestions concerning future action for consideration by the General Assembly.

II. Background and context

7. In resolution 54/211, the General Assembly made explicit reference to information technology focused intensively on equitable access to information and communication technology (ICT) as central to human resources development. Resolution 54/211 was the first to mention the Internet specifically in the human resources development context (para. 9 (d)). It also introduced community centres as sources of interconnectivity and information access (para. 10), and was the first of the human resources development resolutions to mention sustainable livelihoods as a key factor in human resources development (para. 4). In addition, the resolution recognizes the importance of South-South cooperation, the particular needs of women and the growing gap between "haves" and "have-nots" in access to knowledge and information and communication technologies (ICTs) — often referred to as the digital divide.

8. Only as little as a decade and a half ago, human resources development was viewed narrowly in terms of training of qualified national personnel (see General Assembly resolution 40/213 of 17 December 1985). Over the years, the view of human resources development has evolved into a much broader socio-economic and public policy perspective, concerned with facilitating the development of human capacities and promoting sustainable human well-being, with the objective of widening participation in the benefits of the world economic system. It also reinforces the recognition that both economic and social parameters are important as "drivers" of human resources development policy.

9. The succession of global conferences and summits held from 1990 to 2000 has strengthened the consensus around these themes. In particular, the World Conference on Education for All (Jomtien, Thailand, 1990), the mid-decade meeting of the International Consultative Forum on Education for All (Amman, 1996) and the World Education Forum (Dakar, 2000) drew international attention on the right to education for all, instead of education for some. The World Summit for Children, held in 1990, the Fourth World Conference on Women, held in 1995, the fifth International Conference on Adult Education (CONFINTEA V), held in Hamburg, Germany, in 1997, and the second International Congress on Technical and Vocational Education, held in Seoul, in 1999, focused respectively on the needs (and rights) of children, women and adults, and the growing importance of education for a technological age. The World Summit for Social Development, held in 1995, and the Millennium Summit, held in 2000, addressed

global poverty as a major, but reducible, threat to social development, and agreed for the first time to set concrete quantified targets for the international community.

10. From the collective statements and declarations emanating from these conferences, several concerns can be identified that bear directly on developing human resources. Many of them are referred to in resolution 54/211. As globalization extends to the far corners of society, the demand grows for skilled personnel at all levels. Fast-paced technological change requires different, more flexible and adaptive human resources development strategies. Increased productivity becomes even more crucial to economic growth. Fear of obsolescence builds pressure on industrial and commercial management. Inequities abound as opportunities are quickly differentiated across and within national boundaries, characterized by a persistent brain drain, prevalent wage gaps between men and women, worker exploitation (including child labour), and a widening technological gap. In the developing world, formal sector employment is not expanding fast enough to accommodate an increasing labour force. Young people are faced with confusing options at best. There is a growing fear that a few will prosper, but many will be left behind.[3]

11. Nations are thus facing complex challenges in deciding the direction in which to prioritize their human resources development strategies. At centre stage stands the right to education, yet limited resources restrict public action. Moreover, internal economic and social considerations compel Governments to address educational, employment and health issues from their own national perspectives. Yet global forces, such as international markets, instantaneous electronic communications and transnational movements of both capital and human resources, increasingly dominate the context of these efforts. Successful human resources development approaches must effectively navigate these cross-currents and balance local needs with global realities.

12. Resolution 54/211 defines a comprehensive approach to human resources development (para. 4) in terms of 11 factors, which can be categorized into three groups as follows:

(a) Human resources development as a contributor to economic growth and sustainable livelihoods, in the context of basic social service delivery and poverty eradication;

(b) Human resources development as providing opportunities for all, especially young people, and most especially the needs of women and the girl child;

(c) Human resources development as a participatory framework for development in which people can effectively influence the processes that affect their lives.

13. Special mention is made of the requirements of rural and remote areas and of South-South cooperation. Human resources development for the future must broaden its focus more to accommodate these considerations. Paragraphs 8 through 11 of the present report have referred explicitly to the role of technology, and especially electronic communications, in furthering the development of human resources. The remainder of the report addresses the response of the United Nations system during the intervening period since 1999 in the light of these key factors, and draws some conclusions and recommendations as called for in paragraph 12 of resolution 54/211.

III. Response of the United Nations system

14. The ultimate goal of human development is to enlarge people's choices. As the Secretary-General has emphasized, this process must be participatory, and focused not only on today's options, but also those of tomorrow. "Governments must give all sectors of society the chance to play a free and effective role in making ... policies, and to win their fair share of the benefits. And they must remember that development has to provide not only a livelihood for the present generation, but a sustainable one for their children and grandchildren."[4]

15. Reaching, maintaining and sustaining acceptable levels of quality livelihood are common human aspirations. Education, training and associated services (for example, health), in the aggregate, and if well coordinated, can form a strong and supportive human resources development web for all people as they each seek their own paths to sustainable livelihoods. In line with their various mandates, United Nations system agencies have been actively assisting countries in this regard, particularly in assisting those living in poverty.

16. One of the foundations of human resources development is adequate basic education. The Millennium Declaration (General Assembly resolution 55/2) contains one goal on education, which is in two parts. The first part states that all boys and girls should complete a full course of primary schooling by 2015. The second seeks to eliminate gender disparities at all levels of education also by 2015.[5] The World Education Forum, held in Dakar, Senegal, in April 2000, marked a global effort to assess progress in education for all (EFA) over the decade since the Jomtien World Conference on Education for All in 1990.

17. Some 180 countries participated in country EFA assessments[6] for presentation at Dakar. Heightened access to basic education was documented over the decade for women and girls, those with disabilities, and ethnic minorities. More than 70 developing countries have now achieved universal primary education, or are making sound progress towards enrolling all young children in primary school by the target date of 2015. Several countries have achieved notable reductions in adult illiteracy rates. Improvements were also evident in EFA databases and in national capacities for social science research and analysis. Furthermore, much greater engagement of NGOs and civil society organizations was noted in the elaboration of EFA policies and programmes at the country level.

18. The Dakar Conference demonstrated a broad United Nations system inter-agency coalition around the theme of EFA, engaging also bilaterals and representatives of civil society. It launched United Nations Girls' Education Initiative to improve the quality and availability of girls' education and to eliminate gender disparity in educational systems. In addition, it took important steps beyond the Jomtien Conference towards an integrated human resources development approach by acknowledging the mutualities between human resources development sectors (for example, education and health). Joint studies presented at Dakar by the United Nations Educational, Scientific and Cultural Organization (UNESCO) and the World Health Organization (WHO) showed how countries were handling that interface. The Focus Resources on Effective School Health (FRESH) framework, a partnership between the World Bank, WHO, UNESCO and the United Nations Children's Fund (UNICEF), was cited as an example of a collaborative, intersectoral programme in support of national and local efforts.[7] The Dakar Conference also provided not only a detailed global framework for action, but also six regional action plans outlining specific goals for follow-up at the country level.

19. Despite the promise and positive evidence of progress at Dakar, several serious threats to full achievement of EFA goals remain. An estimated 113 million primary school-age children are denied the chance to enter school, and about 60 per cent of them are girls.[8] In a collective statement on the first anniversary of Dakar, United Nations system agencies considered it "sobering that some 32 countries are unlikely to meet the target of universal primary education by 2015 unless their Governments make education a key development priority, and donors and economically advanced countries provide significant support. Furthermore, conflict has dogged 11 of these 32 countries, which means that they will face the extra problem of educating war orphans and child soldiers".[9]

20. A pervasive theme repeated often in the country assessments was the lack of financial resources for basic education. Donor cutbacks, structural adjustment and devolution of cost sharing to local districts were some of the constraining factors cited in the assessments. Independent analyses conducted for the Dakar Forum also provided useful information. A UNICEF study of 10 developing countries which achieved universal primary schooling early in the development process showed several common characteristics in spending patterns. These included high proportions of gross domestic product (GDP) and total public expenditure on education, higher expenditures per pupil as per cent of per capita gross national product (GNP), lower expenditure on higher education than comparable countries, low unit costs and high internal efficiency, maintenance of minimum quality standards while enrolment increased, and reduction of costs to parents.[10]

21. Besides resource constraints, other factors obstructing the attainment of EFA targets during the 1990s were persistent difficulties in assurance of equal access, low educational quality and relevance, poor management, and knowledge gaps existing both between and within countries. In some regions, human immunodeficiency virus/acquired immunodeficiency syndrome (HIV/AIDS) is decimating the complement of both teachers and education ministry staff, thereby deeply undercutting national capacity to develop human resources. In some countries of sub-Saharan Africa, school enrolment has been reported to have

fallen by a fifth or more owing to AIDS and orphanhood, with girl children mostly affected. Even those who do go to school, AIDS undermines the prospects that they will be taught. Tenfold increases in teacher mortality and teacher absence due to ill health reduce teaching time and quality, each loss rippling to 20 to 50 children.[11]

22. There is no doubt that EFA has contributed greatly towards more equitable human resources development worldwide. Basic education is the bedrock on which all subsequent learning must be grounded. Unless the EFA effort is maintained, and closer attention paid to those most neglected at the base of the educational pyramid, gains already made will be quickly lost, and the foundations for human resources development inevitably weakened.

23. As global labour markets both shape and adapt to the emerging occupational structures of growing economies, human resources development strategies must balance the demands of new employment sectors with the supply of required skill. Key sources of supply of human resources include all other levels of education, secondary, higher, technical and vocational and adult and continuing education. As enrolment gains are registered at primary levels, corresponding pressures build on all educational institutions at each level above the primary school.

24. Human resources development also has respect for fundamental human rights, the rights of workers, and occupational safety and health considerations. ILO, in its role of assisting countries in setting standards around principles and rights at work, serves as a bell weather for major shifts in industry/occupational characteristics and human resources development requirements. For example, the April 2001 meeting on human resources development, employment and globalization in the hotel, catering and tourism sector brought together a wide representation of Governments, employers and workers' organizations around issues relating to the rapid globalization of that industry. The meeting focused on sectoral employment and working conditions, vulnerable groups of workers (including women), new forms of work organization, tourism education and training, and learning for competencies in this newly dominant global sector.

25. Although formal sector employment remains a key priority for human resources development policy, too many of the world's workers are faced with a high probability of informal sector employment. General Assembly resolution 54/211 emphasizes poverty eradication and sustainable livelihoods as major cross-cutting themes for the future. The United Nations system agencies have, without exception, acknowledged the erosive influences of extreme poverty on development, and have reoriented their programme priorities accordingly. One of the most significant outcomes of the World Summit for Social Development has been to place the goal of eradicating poverty at the centre of national and international policy agendas. Section III of the United Nations Millennium Declaration concentrates on making the right to development a reality for everyone and on freeing the entire human race from want. In its resolution S-24/2 of 1 July 2000, the General Assembly recognized the need to elaborate a coherent and coordinated international strategy on employment to increase opportunities for people to achieve sustainable livelihoods and gain access to employment. Relating these goals to educational outcomes is key to human resources development at the turn of the century. Fundamental to the success of national human resources development policies is understanding which skills and knowledge are crucial to productive employment, and to improve and sustain livelihood systems in various local conditions. Furthermore, since these systems change continually over time, flexibility and frequent reassessments are essential.

26. Several United Nations agencies have sought to assist countries to better understand how people overcome poverty in specific national/local settings. UNDP has advocated for productive and remunerative employment as a critical element for poverty and vulnerability reduction, participation and empowerment of poor people. The relationship with education is central, and forms an important basis for human resources development policies that encompass the needs of the poorest. People earn their livelihoods using several types of assets: natural/biological (such as land, water, common-property resources, flora and fauna), but also social (such as community, family and social networks), political (such as participation and empowerment), human (such as education, labour, health and nutrition), physical (such as roads, clinics, markets, schools and bridges) and economic (such as jobs, savings and credit). In this matrix of assets, human assets are important for poverty and inequality reduction as, in today's world, disparities in human capital have been found to be a crucial factor in

poverty and income inequality. UNDP has developed a body of case studies and evaluations of experience based on adoption of the livelihood approach in country programmes. These include rural and urban applications in Latin America, the Middle East and northern and southern Africa.

27. The Food and Agriculture Organization of the United Nations (FAO) and the International Fund for Agricultural Development (IFAD) have also incorporated a livelihood approach into their work on food security and poverty in remote areas. The Sustainable Development Department of FAO assists developing countries to design policies and strategies for achieving sustainable livelihoods in different socio-economic and agro-ecological settings.[12] In its *Rural Poverty Report 2001*,[13] IFAD argues that, to be successful, poverty-reduction policies must focus on rural areas. The report examines what keeps rural people in poverty and what they can do to escape from being poor. To overcome disadvantages stemming from remoteness, lack of education and health care, insecure and unproductive jobs, high fertility and (often) discrimination against women or ethnic minorities, the rural poor need legally secure entitlements to assets (especially land and water); access to technology, above all for increasing the output and yield of food staples; access to markets; opportunities to participate in decentralized resource management; and access to microfinance. Such policies not only promote economic growth but also help alleviate urban poverty. A sustainable reduction in poverty calls for the creation of a pro-poor policy environment, and allocation of a greater volume of resources targeted to the poor with greater effectiveness. This needs to be complemented by better partnership among government, civil society and the private sector so that the poor are empowered to take responsibility for their own development.

28. The United Nations system is sponsoring and supporting initiatives that assist countries to harness information and communication technologies in the service of social development. Most importantly, and in keeping with the Millennium development goals, United Nations agencies are helping to broaden the scope and reach of these technologies, so that their advantages become available to all. There is no shortage of examples of United Nations system support for such initiatives. All contribute to individual and institutional learning, and many facilitate South-South knowledge sharing, both within and across national borders.

29. A general process of using the Internet to provide information on agency functions and on the activities of the United Nations system in economic and social development has been ongoing for several years. Much of this process has become interactive, opening up participatory dialogue, even around Summit preparations, and other key global meetings relevant to human resources development policy. United Nations agency-sponsored discussions have focused on specific South-South information exchange on key human resources development issues, such as the impact of HIV/AIDS on education systems in southern Africa.[14] Policy debates at the Dakar World Education Forum and the AIDS 2000 meeting in Durban were especially notable for the scope of engagement among southern African individuals and institutions, in a subregion with relatively little Internet connectivity.

30. Two valuable spin-off activities include "sidebar" networking between participants when members contact each other informally either by email or other means, but outside the confines of the original network. The second spin-off is the "railhead", from which the information can be packaged and distributed non-electronically in a variety of ways, for example in local languages, by word of mouth, or printed and copied, allowing for wide dissemination in locally appropriate forms.

31. Electronic platforms are also used for training, and for advocating and soliciting participation in important United Nations system activities. NETAID is an anti-poverty project involving UNDP, UNICEF, the United Nations Volunteers (UNV), the private sector (CISCO Systems) and other partners. NETAID began with three concerts held simultaneously in Geneva, London and New York in October 1999. A total of 100,000 people attended these concerts, 2.4 million logged on for a live webcast, and thousands of people around the globe tuned in on television and radio. In the following months, the Netaid.org web site received more than 40 million hits from 160 countries, thus pioneering an entirely new approach to online action against poverty. Because CISCO Systems is among the world's foremost proponents of e-learning,[15] the human resources development implications of the NETAID alliance are highly significant. According to CISCO, "E-learning will be the great equalizer in the next century. By eliminating barriers of time, distance and

socio-economic status, individuals can now take charge of their own lifelong learning."[16] Online seminars can reach millions at a fraction of the cost of traditional meetings. Through various learning partnerships, CISCO and other organizations conduct online training for specialized certification of large numbers of people in technical centres worldwide. While there is still strong support among students and teachers for face-to-face learning, and the social interactions of classroom-style education and training, the wildfire spread of virtual learning applications is unmistakable. The Internet has the potential capacity to empower individuals directly, anywhere, anytime, by giving them much greater choice in their access to knowledge.

32. A major inter-agency initiative to combat the digital divide has been the Digital Opportunity Task (DOT) Force, composed of members from the public, private and not-for-profit sectors and including participants from developed and developing countries. Proposed at the G8 Summit in Okinawa, Japan, in July 2000, the DOT Force met for the first time in Tokyo in November 2000. Its 2001 report contains detailed recommendations on how the G8 countries can democratize the benefits of the digital revolution, and how information and communication technologies can be brought to bear on social development issues, particularly in poorer countries.[17]

33. The United Nations system is also involved in information and communication technologies and local capacity-building.[18] One sustained United Nations system-sponsored source of information on ways in which information and communication technologies have benefited communities has been the Global Knowledge Partnership.[19] Started by the World Bank and UNDP for the Toronto Global Knowledge Conference in June 1997, it has continued its activities in various forms. Its server provides a wealth of evidence from participants worldwide on the adaptation of various kinds of information and communication technologies, from radio to CD-ROMs and the Internet for human resources development at the local level.

34. In many cases, the contribution of the United Nations system is to provide the electronic platform from which these experiences can be shared and the knowledge disseminated. Examples include facilitating access to open source software for development licensed for general use by all, thus serving as a catalyst for human resources development. Specific software is cited that allows users to create an interactive water-map of a rural village in India, permitting villagers to train for and manage better their water resources, and better equip themselves to cope with drought. Called Jal-Chitra, this software has been developed by the Ajit Foundation, in Jaipur, India, in collaboration with the Barefoot College of Tilonia. According to the Ajit Foundation's Vikram Vyas, "The advent of the personal computer together with the development and expansion of the Internet has provided us with a unique opportunity to bring the tools of scientific modelling and computation to rural development."[20]

35. The opportunity for interactivity and information exchange is one major advantage of these new technologies. Another is the chance for communities and people to gain unprecedented access to information and knowledge. UNESCO is experimenting with mobile telecentres in Brazil and, in collaboration with the World Bank, is establishing a pilot public sector backbone linking four cities in Ghana with potential users. A recent study by FAO, the Inter-American Development Bank and the International Telecommunication Union examines some of the main telecentre experiments in Latin America, with particular reference to Central America and the Caribbean.[21] Telecentres have the potential to help break down some of the largest barriers to development that are presently faced by low-income populations, particularly in rural areas. Use of a telecentre can enable rural inhabitants to gain online access to distant productive assets and services. Telecentres provide opportunities to learn better practices through formal and informal sources, and open windows to crucial market intelligence through informal networks that enhance bargaining power. Information can be gained on projects, financing institutions and options and potential sources of support for rural community projects. Possibilities for distant job opportunities and telework can be identified, and networking established with persons with similar interests willing to work for a common cause.

IV. Recommendations

36. In future initiatives for human resources development, the United Nations system should take a broader view of human resources development — not to equate it only with education and training, but also to relate it to broader capability development through

knowledge acquisition, institutional change and policy reforms. In such a situation, human resources will be able to respond to new demands associated with the technology revolution, take advantage of emerging opportunities in a globalized world and participate in the process that influences the lives of the poor.

37. The United Nations system strategies for human resources development should concentrate on access by poor people and poor countries to new information and communication technologies to reduce the digital divide. There is a growing number of initiatives and an expanding experience-base on which to build such strategies.

38. Human resources development initiatives undertaken by the United Nations system must focus on building human and institutional capacity, with specific attention to women, girls, indigenous people and disabled people. In implementing these initiatives, local- and community-level engagement in policy issues, institutional reforms, globalization and equity of access to human resources development opportunities and technologies must be emphasized.

39. International cooperation and resources towards human resources development should be increased. In particular, United Nations agencies, including the Bretton Woods institutions, should continue to harmonize their collective human resources development efforts, at the same time, making them as participatory and country-grounded as possible.

40. The United Nations system should continue to engage in private sector partnerships, wherever appropriate, and further contribute to the building of country human resources development capacity, particularly in the poorer regions.

41. The United Nations agencies that engage in human resources development programming should routinely scan their own knowledge bases, such as evaluation reports and other sources of feedback at the country level, to provide early warning of changes in major human resources development issues in a fast-changing world.

Notes

[1] United Nations Educational, Scientific and Cultural Organization, Final report of the Second International Congress on Technical and Vocational Education, Seoul, 26-30 April 1999 (http://www.unesco.org/education/educprog/tve/nseoul/indexe.html).

[2] Report of the Inter-Agency Task Force on Full Employment and Sustainable Livelihoods (United Nations, International Labour Organization and Administrative Committee on Coordination), Geneva, 1997.

[3] The United Nations Development Programme's *Human Development Report 2000* documented that the net worth of the world's richest 200 salaried individuals reached about a trillion dollars in 1999, almost seven times the combined income of the 582 million people living in the 43 least developed countries.

[4] Statement by the Secretary-General to the Tenth Annual Ministerial Meeting of the Least Developed Countries, press release SG/SM/7553, 18 September 2000.

[5] The Dakar Forum and the International Development Targets of the Organisation for Economic Cooperation and Development/Development Assistance Committee committed to the goal of ending gender disparities in primary and secondary education by 2005.

[6] See International Consultative Forum on Education for All, *Education For All 2000 Assessment: Global Synthesis* (Paris, UNESCO, 2000).

[7] See United Nations Educational, Scientific and Cultural Organization, *Final report of the World Education Forum, Dakar, Senegal, 26-28 April 2000*, p. 28 (see http://www.unesco.org/education/efa/wef_2000/rapport_final_e.pdf).

[8] See United Nations Educational, Scientific and Cultural Organization, *Final report of the World Education Forum, Dakar, Senegal, 26-28 April 2000*, p. 13 (see http://www.unesco.org/education/efa/wef_2000/rapport_final_e.pdf).

[9] "Harnessing the power of education". Joint statement by heads of the United Nations Educational, Scientific and Cultural Organization, the United Nations Children's Fund, the World Bank, the United Nations Development Programme and the United Nations Population Fund, April 2001 (see http://www.unesco.org/education/efa/news_en/efa_statement.shtml).

[10] S. Mehrotra, *Education for All: Policy Lessons from High Achieving Countries* (New York, UNICEF, 1998).

[11] Rene Loewensen and Alan Whiteside, "Turning the tide: counteracting HIV/AIDS impact on human development goals", draft background paper prepared for the United Nations Development Programme, May 2001.

[12] See http://www.fao.org/sd/pe4_en.htm.

[13] International Fund for Agricultural Development, *Rural Poverty Report 2001* (see http://www.ifad.org/rural/index.htm).

[14] Janice Brodman, Final report to the United Nations Development Programme on the HIV/AIDS IMPACT List, Education Development Center, Newton, Massachusetts, United States 2000 (for the full text, see http://www.undp.org/poverty/forums/hiv-impact.htm).

[15] CISCO defines e-learning as Internet-enabled learning.

[16] See http://www.cisco.com/warp/public/10/wwtraining/elearning/elearning.html.

[17] See http://www.dotforce.org.

[18] See, for example, M. Gurstein, *Community Informatics* (Hershey, Pennsylvania, Idea Group Publishing, 2000).

[19] See http://www.globalknowledge.org.

[20] "Information technology in the village: keeping track of water" (posting to GKD2 LIST), 23 April 2001.

[21] Francisco J. Proenza, Roberto Bastidas-Buch and Guillermo Montero, "Telecenters for Socioeconomic and Rural Development in Latin America and the Caribbean", Washington, D.C., May 2001 (for the full text, see http://www.iadb.org/regions/itdev/telecenters/index.htm).

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Convention on Prohibitions or Restrictions on the Use of Certain Conventional Weapons Which May Be Deemed to Be Excessively Injurious or to Have Indiscriminate Effects

Convention on Prohibitions or Restrictions on the Use of Certain Conventional Weapons Which May Be Deemed to Be Excessively Injurious or to Have Indiscriminate Effects

Report of the Secretary-General

1. In its resolution 55/37 of 20 November 2000, the General Assembly requested the Secretary-General, in his capacity as depositary of the Convention and the Protocols thereto, to continue to inform it periodically of the status of the Convention on Prohibitions or Restrictions on the Use of Certain Conventional Weapons Which May Be Deemed to Be Excessively Injurious or to Have Indiscriminate Effects and its Protocols.[1]

2. Pursuant to that request, the Secretary-General submits herewith information on the status of the Convention and its Protocols as at 31 May 2001:

(a) The following 85 States were parties to the Convention and at least two of its Protocols: Argentina, Australia, Austria, Bangladesh, Belarus, Belgium, Benin, Bosnia and Herzegovina, Brazil, Bulgaria, Cambodia, Canada, Cape Verde, China, Colombia, Costa Rica, Croatia, Cuba, Cyprus, Czech Republic, Denmark, Djibouti, Ecuador, El Salvador, Estonia, Finland, France, Georgia, Germany, Greece, Guatemala, Holy See, Hungary, India, Ireland, Israel, Italy, Japan, Jordan, Lao People's Democratic Republic, Latvia, Lesotho, Liechtenstein, Lithuania, Luxembourg, Maldives, Malta, Mauritius, Mexico, Monaco, Mongolia, Netherlands, New Zealand, Nicaragua, Niger, Norway, Pakistan, Panama, Peru, Philippines, Poland, Portugal, Republic of Korea, Republic of Moldova, Romania, Russian Federation, Senegal, Seychelles, Slovakia, Slovenia, South Africa, Spain, Sweden, Switzerland, Tajikistan, the former Yugoslav Republic of Macedonia, Togo, Tunisia, Uganda, Ukraine, United Kingdom of Great Britain and Northern Ireland, United States of America, Uruguay, Uzbekistan and Yugoslavia;

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Annex

Action taken during the period from 8 June 2000 to 31 May 2001

A. Convention on Prohibitions or Restrictions on the Use of Certain Conventional Weapons Which May Be Deemed to Be Excessively Injurious or to Have Indiscriminate Effects

State	*Ratification, acceptance (a) approval (aa) accession (a) or succession (s)*	*Consent to be bound pursuant to article 4, paragraphs 3 and 4*		
		Protocols		
		I	*II*	*III*
Seychelles	8 June 2000 (a)	X	X	X
Bangladesh	6 September 2000 (a)	X	X	X
Lesotho	6 September 2000 (a)	X	X	X
Maldives	7 September 2000 (a)	X		X
Republic of Moldova	8 September 2000 (a)	X	X	X
Nicaragua	5 December 2000	X		X
Yugoslavia	12 March 2001 (s)			
Republic of Korea	9 May 2001 (a)	X		

B. Protocol on Prohibitions or Restrictions on the Use of Mines, Booby Traps and Other Devices, as amended on 3 May 1996 (Amended Protocol II)

State	*Consent to be bound*
Seychelles	8 June 2000
Ecuador	14 August 2000
Bangladesh	6 September 2000
Jordan	6 September 2000
Bosnia and Herzegovina	7 September 2000
Maldives	7 September 2000
Israel	30 October 2000
Nicaragua	5 December 2000
Republic of Korea	9 May 2001

C. Protocol on Blinding Laser Weapons (Protocol IV)

State	*Consent to be bound*
El Salvador	26 January 2000
Colombia	6 March 2000
Estonia	20 April 2000
Seychelles	8 June 2000
Bangladesh	6 September 2000
Maldives	7 September 2000
Republic of Moldova	8 September 2000
Belarus	13 September 2000
Israel	30 October 2000
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Item 81 of the preliminary list*
Developments in the field of information and telecommunications in the context of international security

Developments in the field of information and telecommunications in the context of international security

Report of the Secretary-General

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* A/56/50.
** On behalf of the States members of the European Union that are Members of the United Nations.

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I. Introduction

1. In its resolution 55/28 of 20 November 2000 on developments in the field of information and telecommunications in the context of international security, the General Assembly invited all Member States to continue to inform the Secretary-General of their views and assessments on the following questions: (a) general appreciation of the issues of information security; (b) definition of basic notions related to information security, including unauthorized interference with or misuse of information and telecommunication systems and information resources; and (c) the content of relevant international concepts aimed at strengthening the security of global information and telecommunication systems; and requested the Secretary-General to submit a report based on replies received from Member States to it at its fifty-sixth session.

2. On 19 March 2001, the Secretary-General addressed a note verbale to Member States requesting them to provide their views pursuant to the invitation of the General Assembly. The replies received from Governments as at 3 July 2001 are reproduced in section II of the present report; any other replies received will be issued as addenda to it.

II. Replies received from Governments

Bolivia

[Original: Spanish]
[14 June 2001]

Information has been received from the Ministry of Foreign Affairs of Bolivia indicating that at present the Bolivian armed forces do not possess adequate electronic means and do not expect to acquire or manufacture such means in the future.

Mexico

[Original: Spanish]
[16 May 2001]

1. Mexico considers that greater efforts should be directed at encouraging civilian application of scientific and technological advances and information technology. Mexico supported General Assembly resolutions 53/70, of 4 December 1998, and 54/49, of 1 December 1999, entitled "Developments in the field of information and telecommunications in the context of international security".

2. Concerns about security currently focus mostly on the possible vulnerability of the information systems under which some countries' defence programmes operate and the danger that information technology and telecommunications will be used by terrorists or to back a threat.

3. In that context, international cooperation and international law are the only means for ensuring that measures adopted to deal with information security problems do not in any way restrict freedom of information and communication.

4. This is undoubtedly a very important topic. The developments and discussions in other General Assembly committees should, however, also be borne in mind, since they could make a valuable contribution to defining and specifying concepts that could be used in considering information security problems.

5. As for the question of the definition of basic international criteria or notions related to information security, Mexico considers that the notion of unauthorized interference could give rise to undesirable confusion, since it implies some similarity with actions taken by certain States which invoke questionable humanitarian or other motives in order to intervene, individually or jointly, in the affairs of other States.

6. It would therefore be preferable to replace that notion with the phrase "impermissible access" or simply "illegal access" in relation to activities by any individual or body involved with information systems.

7. With regard to the need to develop international principles to increase the security of world information and telecommunication systems, it should be emphasized that such principles should be geared not only to increasing system security but also to protecting it more effectively with legal guarantees.

8. There should also be a more rigorous examination of the relevant provisions in international instruments adopted over the years both by the General Assembly and by other international organizations — the United Nations Educational, Scientific and Cultural Organization (UNESCO), for example — dealing with international security, international terrorism and

information, with the aim of identifying and assessing the relevant existing principles in this field.

9. In that context, Mexico is in agreement with General Assembly resolution 51/210, of 17 December 1996, on measures to eliminate international terrorism, particularly part I, paragraph 3(c), which refers to the risk of terrorists using electronic or wire communications systems and networks to carry out criminal acts and to the need to find means, consistent with international law, to prevent such criminality and to promote cooperation.

10. During the Tenth United Nations Congress on the Prevention of Crime and the Treatment of Offenders, held in Vienna from 10 to 17 April 2000, the Secretariat prepared a document entitled "Crimes related to computer networks" (A/CONF.187/10), which stated that effectively preventing and combating cyber crime requires a coordinated international approach at different levels.

11. At the domestic level, the investigation of such crimes requires experts, specialized knowledge and adequate procedures. States should be urged to consider the possibility of establishing mechanisms enabling them to obtain timely, accurate information from computer systems and networks, when such information is required as evidence in judicial proceedings.

12. At the international level, the efficient investigation of cyber crime requires timely action, supported by coordination between national law enforcement bodies and the relevant legal authority.

Philippines

[Original: English]
[22 May 2001]

1. General appreciation of the issues of information security

1. The complexity and extent of the problems and issues in the realm of information security is immense and limitless, making information security a serious global issue. The threats posed by problems arising in today's information age are spawning rapidly. Every technological advance and innovation also creates new opportunities that can be exploited against the good vision of humanity.

2. The problem of information security is something equally threatening to that of weapons of mass destruction. It threatens all aspects of human existence. It is a problem that no single nation or group of nations can address alone. It is thus a global concern that urgently needs a concerted response from all nations, whether they are technologically advanced or not.

2. Definition of basic notions related to information security, including unauthorized interference with or misuse of information and telecommunication systems and information resources

3. The basic notions listed below may be defined as follows:

(a) *Unauthorized interference or unsanctioned penetration.* (i) A non-governmental act of interference; or (ii) government-sanctioned interference that is not within the established international regime or protocols of information security;

(b) *Authorized interference.* Government-initiated "interference" as sanctioned by international treaties or within the boundaries of an established international regime or protocols of information security;

(c) *Unsanctioned use of information.* (i) Use of public and private information illegally and legally obtained without prior permission from the sources; (ii) use of vital public and private information illegally and legally obtained by government entities for personal, non-governmental interests; (iii) use of vital public and private information illegally and legally obtained by the Government, outside the framework of any established international regime or protocols of information security or other related treaties and international laws;

(d) *Misuse of information and telecommunication systems.* (i) The use of information and telecommunication resources, including related infrastructures for malicious intent; and (ii) all unsanctioned use of information;

(e) *Information resources.* Unprocessed and processed data (i.e. statistics, facts, figures, records, etc.), software programs, techno-cyber hardware and equipment (i.e. personal computers, laptops, scanners and other new and advance forms of technology), information technology and other related facilities (i.e.

transmission towers, satellite disks, control towers/ buildings), information technology experts and professionals (i.e. computer programmers, system analysts, etc.), including information-cybernetic networks and systems (Internet);

(f) *Information weapons*. Information resources strategically developed or created for information warfare or to cause damage, confusion or disadvantage and with any other forms of malicious intent;

(g) *Information warfare*. (i) Actions aimed at achieving information superiority by executing measures to exploit, corrupt, destroy, destabilize or damage the enemy's information and its functions; (ii) actions taken to protect one's information resources and telecommunication systems; (iii) acts of exploiting one's information resources and telecommunications systems to achieve goals and interests, for example, cyber warfare (information warfare in the defence and military context) or "Internet war" (information warfare in the larger societal context);

(h) *Information terrorism*. Terroristic acts in the context of information security;

(i) *Cyber crimes or information crimes*. (i) Criminal acts involving elements of information security; (ii) acts of malicious intent directed at information resources (e.g. techno-vandalism, techno-trespass and superzapping); (iii) all unauthorized interference or unsanctioned penetration;

(j) *Cyber/techno-criminals*. (i) Persons committing acts violating established international regimes or protocols on information security; (ii) persons whose criminal acts involved or depend greatly on the use of information security; (iii) persons found to be repeatedly committing acts directed against information resources (suspects who are minors should be exempted from being convicted as techno-criminals);

(k) *Information colonization*. (i) Acts committed by a State or States against another State in order to dominate and control the information arena and prevent access to the latest information technologies and create a situation in which other States become technologically dependent in the information sphere; (ii) acts of information expansion and acquisition of a monopoly over another State's national information and telecommunication infrastructures creating conditions of dependency and control;

(l) *Technologically advanced nations*. (i) Countries whose economy is more than 50 per cent wired; (ii) may generally refer to developed countries.

3. The content of the concepts aimed at strengthening the security of global information and telecommunication systems mentioned in paragraph 2 of resolution 55/28

4. The proposal for the establishment of an international regime on information security is very crucial at the present point. Such proposals should ensure accountability on the part of States that violate the said protocols on information security. It should also create a balance between the technologically advanced nations against those which are not. The regime should consider technologically advanced nations that are already conducting their own form of "interference" against nations that are at a disadvantage. Lastly, the regime should strongly consider that "law enforcement" is a vital factor in enhancing international information security. This can be operationalized by creating an international centre to coordinate law enforcement units of different nations in tracking down suspects as well as to help those nations in their domestic operations.

Sweden*

[Original: English]
[26 June 2001]

1. At the fifty-fifth session of the United Nations General Assembly, the member States of the European Union (EU) supported the consensus on Assembly resolution 55/28, entitled "Developments in the field of information and telecommunications in the context of international security". The EU member States wish to provide the following common reply to paragraph 3 of the resolution, which invites Member States of the United Nations to communicate to the Secretary-General their views and assessments.

* On behalf of the States members of the European Union that are Members of the United Nations.

1. General appreciation of the issues of information security

2. Information and telecommunication technology facilitates substantially the free flow of information and brings enormous benefits to individuals, businesses and Governments worldwide. It enhances the development of democracy and freedom of speech as well as the advancement of a civil society. EU believes that it is important to promote and ensure further development in the field of information and telecommunication technology, along with the reinforcement of the principle of freedom of information. EU recognizes that there exists a potential threat of unauthorized interference with or misuse of information and telecommunication systems, the integrity of information-based infrastructures and the information resources of individuals, enterprises, educational or medical institutions and private sector organizations, as well as of Governments.

3. Information and network security is concerned with securing senders' and receivers' identities, protecting information from unauthorized changes, protecting against unauthorized access to information and providing a reliable supply of equipment, services and information.

4. Information security extends to the protection of information related to military capabilities and other aspects of national security. Insufficient protection of vital information resources and information and telecommunication systems may pose a threat to international security.

2. Possible content of relevant international concepts aimed at strengthening the security of global information and telecommunication systems

5. As a starting point, EU would like to emphasize that while international cooperation is essential in order to combat effectively the novel and complex issues related to information security, it is first and foremost both the right and the responsibility of every country to protect its own information and information-based systems.

6. EU believes that existing risks are transboundary in character and that the technologies enabling attacks on information and telecommunication systems are widely available. All economies depend on the free flow of information and the peaceful use of information technologies. Any preventive action aimed at containing potential criminal or terrorist attacks, including a danger to international security, should take into account the protection of information resources and information-based systems.

7. Several ongoing multilateral efforts are already addressing international cooperation in the field of information security, for example, by the Council of Europe; the Tenth United Nations Congress on the Prevention of Crime and the Treatment of Offenders, 10-17 April 2000 (see A/CONF.187/15); the United Nations Commission on Crime Prevention and Criminal Justice; the Working Group on Informatics of the Economic and Social Council; the Information and Communication Technology (ICT) Task Force of the United Nations; the Organisation for Economic Cooperation and Development; the International Telecommunication Union; the high-tech crime groups of the G8; and the Organization of American States.

8. EU thus considers that the Member States of the United Nations should monitor work in those and other forums with a view to evaluating in due course the type of substantive actions that might make a useful contribution in this field. EU is not of the view that, within the context of the General Assembly, the First Committee should be the main forum for discussing the issue of information security. Since the question mainly encompasses subjects other than disarmament and international security, EU believes there are other committees better suited for discussion of at least some of the aspects of the issue.

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Fifty-sixth session
Item 86 (k) of the preliminary list*
General and complete disarmament: observance of environmental norms in the drafting and implementation of agreements on disarmament and arms control

Observance of environmental norms in the drafting and implementation of agreements on disarmament and arms control

Report of the Secretary-General

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* A/56/50.

01-44836 (E) 270701 070801

I. Introduction

1. On 20 November 2000, the General Assembly adopted resolution 55/33 K, entitled "Observance of environmental norms in the drafting and implementation of agreements on disarmament and arms control", operative paragraph 4 of which reads as follows:

> "*Invites* all Member States to communicate to the Secretary-General information on the measures they have adopted to promote the objectives envisaged in the present resolution, and requests the Secretary-General to submit a report containing this information to the General Assembly at its fifty-sixth session."

2. Pursuant to that request, the Secretary-General, on 4 April 2001, addressed a note verbale to Member States inviting them to provide information on the subject. The replies received are reproduced in chapter II below. Any other replies received will be issued as addenda to the present report.

II. Replies received from Governments

A. Bangladesh

[Original: English]
[17 April 2001]

Bangladesh fully shares the objective of the said resolution and has been contributing to this in relevant multilateral forums. However, it may be mentioned that, at the national level, the issue is not relevant for Bangladesh.

B. Dominican Republic

[Original: Spanish]
[6 June 2001]

The Dominican Republic established a State Secretariat on the Environment which, among other measures, clearly demonstrates the country's commitment to ensuring the application of scientific and technological progress in the framework of international security, disarmament and other related spheres, as well as in the domestic sphere, without detriment to the protection of the environment as it relates to sustainable development.

C. Iraq

[Original: Arabic]
[29 May 2001]

United Nations resolutions have affirmed that all countries must contribute fully, by the measures they take, to ensuring compliance with environmental norms in the implementation of treaties and conventions. The observance of environmental norms has also become a key element in the preparation and implementation of international disarmament and arms limitation agreements, and it has become

necessary for the international community and its organizations to pursue this important matter in accordance with the agreements adopted at the 1992 United Nations Conference on Environment and Development as well as other, prior agreements.

A rapid examination of compliance with this obligation over the past decade indicates that two countries that are permanent members of the Security Council, namely the United States and the United Kingdom, have on many occasions openly and deliberately violated their obligations under the United Nations resolutions on environmental protection. They likewise violated their obligations under the disarmament and arms limitation agreements by using more than 800 tons of munitions containing depleted uranium in their 1991 aggression against Iraq. In 1999 they used them again, this time in Kosovo against Yugoslavia, despite their prior knowledge of the catastrophic damage the use of this radiological weapon does to health and to the environment in the areas in which it is used.

A high-density depleted-uranium projectile is made of radioactive nuclear waste left over from the manufacture of nuclear fuel and nuclear bombs. On impact with the target, such a projectile produces a chemical and radiological dust that not only contaminates the target site itself but is carried long distances by the wind, spreads over wide areas and contaminates air, water, soil, plants and man for generations to come, given that the half-life of depleted uranium is 4.5 billion years. This illustrates the dimensions of the catastrophe that is caused by the use of a weapon that has massively destructive power. When a person is exposed to depleted-uranium radiation, it first affects the kidneys, the liver, the immune system and the reproductive system, and it causes birth defects and many kinds of cancer. According to the estimates of the United States Department of Defense, 326,000 pounds of depleted-uranium munitions were used against Iraqi forces in a total of 780,000 rounds. The widespread and indiscriminate use of this terrifying weapon has resulted in a sharp increase in cases of cancer, miscarriages, nervous disorders, foetal deformities and birth defects among civilians in Iraq, especially in the southern governorates that served as the theatre of operations in which this dreadful weapon was used.

In the first year after it was used, depleted uranium caused the deaths of some 50,000 Iraqi children from various diseases, most significantly cancer of the blood (leukaemia). Even the United States and British forces did not escape infection with many diseases caused by their exposure to depleted-uranium radiation.

With regard to the effects in the field of the use of depleted uranium by NATO forces in Kosovo in 1999, the report of the scientific mission of the United Nations Environment Programme on its visit to Kosovo from 5 to 19 November 2000, entitled "Depleted uranium in Kosovo", states that the greater part of the 10 tons of depleted-uranium projectiles used in Kosovo may be buried deep in the soil and that one of the effects of depleted uranium on the local population is its possible exposure to concentrations of uranium in the water supply when depleted-uranium munitions are broken up by water in the soil. If the uranium levels remain as they are or if they rise in future to levels of concentration higher than those identified by the local authorities, then there are two possibilities; either to avoid using the wells in question as a source of drinking water or to treat the water using a system of filters that extracts the uranium.

The report goes on to say that, one year after the ground was contaminated with depleted uranium, there is a possibility of absorbing uranium by consuming fruit and vegetables that were contaminated, or that became contaminated indirectly by absorbing depleted uranium through their roots, or by consuming milk and meat from animals that have eaten contaminated grass or have been contaminated by the soil.

In another respect, information has become available that indicates that United States and British forces maintain a large stock of depleted-uranium munitions at their bases and on board their war fleets in the Arabian Gulf. There is also well-documented information, which has been confirmed by United States military circles, that United States forces have buried equipment contaminated with depleted uranium in Kuwait. This portends an environmental and health catastrophe in the Arabian Gulf region if urgent measures are not taken to withdraw these weapons from it and if a start is not made on an urgent plan to cleanse the region's environment of the effects of the contamination caused by the use and storage of depleted uranium.

The international community, as represented by the United Nations and the Conference on Disarmament, must make a serious effort to conclude an international agreement prohibiting the use of depleted uranium in armaments, and it must strengthen the international agreements in effect with supplementary measures to deter those that fail to respect environmental norms.

D. Lebanon

[Original: Arabic]
[14 June 2001]

Lebanon does not possess any weapons that have an impact on the environment or that damage it and it supports the international agreements on disarmament and arms limitation.

E. Mexico

[Original: Spanish]
[16 May 2001]

1. Mexico observes the environmental provisions contained in the disarmament and arms control agreements and maintains a similar respect for instruments in this area that are still under negotiation.

2. In line with the preamble to the Treaty on the Non-Proliferation of Nuclear Weapons and the Final Document adopted by consensus at the Sixth Review Conference of the Parties to the Treaty, Mexico considers it essential to underline the danger of a nuclear war and the devastation it would cause and reiterates its commitment to reducing the risk of such a possibility by the complete elimination of nuclear weapons.

3. Mexico therefore considers that the constant refinement of nuclear weapons and the role of such weapons in the security systems of those who possess them

remain issues that Mexico and the international community should, with renewed determination, seek to end as a matter of priority.

4. Mexico has emphasized the role of the International Atomic Energy Agency in achieving the objective of protecting the world environment by highlighting the use of nuclear energy for peaceful purposes in the context of sustainable development.

5. Mexico is also in favour of promoting nuclear and radiological security, regulations for the safe transport of radioactive materials, the highest standards of environmental protection, and radiation and nuclear safety in the conversion of nuclear material to peaceful uses.

F. Suriname

[Original: English]
[16 May 2001]

Suriname has the honour to inform, on behalf of the Ministry of Defence of the Republic of Suriname, that no activities have been carried out with regard to this subject matter.

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Item 86 (m) of the preliminary list*
General and complete disarmament: convening of the fourth special session of the General Assembly devoted to disarmament

Convening of the fourth special session of the General Assembly devoted to disarmament

Report of the Secretary-General

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* A/56/50.

01-44860 (E) 250701 140801

I. Introduction

1. On 20 November 2000, the General Assembly adopted resolution 55/33 M, entitled "Convening of the fourth special session of the General Assembly devoted to disarmament", paragraph 2 of which reads as follows:

> "*Requests* the Secretary-General to seek the views of States Members of the United Nations on the objectives, agenda and timing of the special session and to report to the General Assembly at its fifty-sixth session."

2. Pursuant to that request, the Secretary-General, on 4 April 2001, addressed a note verbale to Member States inviting them to provide information on the subject. The replies received are reproduced in chapter II below. Any other replies received will be issued as addenda to the present report.

II. Replies received from Governments

A. Bangladesh

[Original: English]
[11 May 2000]

Bangladesh calls for an early convening of the fourth special session of the General Assembly devoted to disarmament. Despite the fact that the United Nations Disarmament Commission was unable to reach a consensus on the objectives and the agenda for the fourth special session, Bangladesh considers it important to continue the search for a consensus in the appropriate forum. We continue to believe that nuclear disarmament should remain the highest priority for us. In the context of the emerging challenges in the area of international security and disarmament in the post-cold war era, an agreed plan of action to deal with these in the true spirit of multilateralism remains an enduring objective for the fourth special session. Bangladesh believes that only a special session of the General Assembly can address the broad subject of disarmament, taking into account in particular its relationship to development, with the comprehensiveness and thoroughness it deserves.

B. Brunei Darussalam

[Original: English]
[11 June 2001]

1. Brunei Darussalam welcomes the proposal and initiative to hold the special session aimed at strengthening the coordinating work on issues pertaining to disarmament. These efforts are in line with Brunei Darussalam's position, as a peace-loving nation. Brunei Darussalam believes that the special session will give the opportunity for all Member States to actively participate in the search for means to address various disarmament issues. Of particular importance, the special session will undertake a review of the objectives and measures that have been or should be taken.

2. Brunei Darussalam does not have any suggestion for topics to be included in the agenda for the special session but would agree that the issue of the relationship

between disarmament and development should be included. Nevertheless, it is hoped that the proposed agenda will aim at meeting the objectives of general and complete disarmament.

C. Lebanon

[Original: Arabic]
[14 June 2001]

The relevant Lebanese authorities have no views to convey on the objectives of the fourth special session of the General Assembly devoted to disarmament in view of the fact that Lebanon does not possess any weapons of mass destruction. It strongly supports the agreements on disarmament and arms limitation, and it will participate in the international efforts being made to achieve these objectives.

D. Mexico

[Original: Spanish]
[16 May 2001]

1. Mexico attaches great importance to the special sessions of the General Assembly held in 1978, 1982 and 1988 for a comprehensive review of the situation of disarmament, arms control and international security.

2. In 1994, Mexico expressed its support for the proposal contained in General Assembly resolution 49/75 I for the convening of a fourth special session of the General Assembly on this topic and gave its backing to General Assembly resolution 55/33 M entitled "Convening of the fourth special session of the General Assembly devoted to disarmament".

3. Mexico believes that consultations should begin on the aims and agenda of this special session, the convening of which will be debated at the next session of the General Assembly. In this process account should be taken of the work of the 1999 substantive session of the United Nations Disarmament Commission.

E. Qatar

[Original: Arabic]
[22 May 2001]

Views of Qatar on the objectives, agenda and timing of the fourth special session of the General Assembly devoted to disarmament

Review and appraisal, first of all, of past implementation of relevant resolutions.

Rectification and remedying of shortcomings, if any.

Elaboration of a programme to be implemented in stages beginning with nuclear disarmament, as a first priority, before moving on to subsequent stages.

A clear commitment and an assurance from all, during the special session, concerning the implementation of agreements in this domain.

F. Russian Federation

[Original: Russian]
[16 May 2001]

1. The Russian Federation considers it a matter of urgency to hold a special session with a view to discussing practical means of resolving current aspects of the strengthening of strategic stability, further limiting the arms race, including preventing it from spreading to new areas, the consolidation and development of non-proliferation regimes for weapons of mass destruction and their means of delivery, and the development of substantive legal and contractual foundation in the field of disarmament.

2. The Russian Federation is ready to support the early holding of such a session.

G. Syrian Arab Republic

[Original: Arabic]
[17 May 2001]

1. The Syrian Arab Republic supports the convening of the fourth special session of the General Assembly devoted to disarmament in order to consider and appraise the implementation of the outcome of the 1978 first special session of the General Assembly devoted to disarmament and so as to provide an opportunity to review, from a perspective more in tune with the current international situation, the most critical aspects of the process of disarmament and to mobilize the international community and public opinion in favour of the elimination of nuclear and other weapons of mass destruction and of the control and reduction of conventional weapons.

2. While the Syrian Arab Republic supports the convening of the session, it stresses the importance of the international community having the sincere political will to implement the decisions of the first special session as showing the way towards the complete elimination of nuclear weapons and the achievement of general and complete disarmament under effective international control. In view of the fact that no consensus was reached at the second and third special sessions, the Syrian Arab Republic believes that the adoption by the General Assembly of a consensus resolution on this important subject would reflect the genuine desire of the international community for the session and thus the importance of establishing the earliest possible date for its convening.

3. The results of the 2000 Review Conference of the Parties to the Treaty on the Non-Proliferation of Nuclear Weapons confirm the need for the fourth special session devoted to disarmament to focus on the priorities of the international community with respect to the complete elimination of nuclear weapons and on the establishment of a precise timetable for that purpose.

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Item 113 of the preliminary list*

International migration and development, including the question of the convening of a United Nations conference on international migration and development to address migration issues

Report of the Secretary-General

Summary

The present report has been prepared in response to the request made by the General Assembly in resolution 54/212 of 22 December 1999. It was drafted in consultation with relevant bodies, agencies, funds and programmes of the United Nations system and other relevant intergovernmental, regional and subregional organizations in the field of migration and development. The report summarizes national policies on international migration and the views of Governments regarding the convening of a United Nations conference on international migration and development; describes recent activities carried out by the relevant organizations at the regional and international levels, taking account of the lessons on migration management and policies that they have learned through their activities; and addresses the possible mechanisms within the United Nations system to examine the issues related to international migration and development.

* A/56/50.

01-44903 (E) 090801

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I. Introduction

1. The General Assembly, in its resolution 54/212 of 22 December 1999, requested the Secretary-General to submit at its fifty-sixth session "a report that will, inter alia, summarize the lessons learned, as well as best practices on migration management and policies, from the various activities relating to international migration and development that have been carried out at the regional and interregional levels". It also requested the Secretary-General to "recommend for the consideration of the Assembly policy actions that could be pursued at the international level". These actions should take into account, inter alia, the following: (a) the report of the Committee for Development Policy on its examination of the issue of migration and development; (b) the work of the relevant bodies, agencies, funds and programmes of the United Nations system and other international organizations in the field of international migration and development; (c) the possible mechanisms within the United Nations system to examine international migration and development in a comprehensive and integrated manner; and (d) the need to provide, in consultation with relevant United Nations bodies, an analysis of data relating to migration within and between the various regions.

2. The present report has been prepared in response to that request, and in consultation with relevant bodies, agencies, funds and programmes of the United Nations system and other relevant intergovernmental, regional and subregional organizations in the field of migration development. The report summarizes national policies on international migration and the views of Governments regarding the convening of a United Nations conference on international migration and development; describes recent activities carried out by the relevant organizations at the regional and international levels, taking account of the lessons on migration management and policies that they learned through their activities; and addresses the possible mechanisms within the United Nations system to examine the issues related to international migration and development.

II. National policies on international migration and the views of Governments regarding the convening of a United Nations conference on international migration and development

3. International migration has been receiving increasing attention at the policy level, as a global phenomenon involving a growing number of countries. According to the data available from the Population Policy Database of the Population Division (Department of Economic and Social Affairs of the United Nations Secretariat), in the mid-1970s international migration was a topic of secondary concern for many Governments;[1] their intervention was mostly confined to the administrative regulation of national borders. Over the past decades, the number of Governments adopting measures to control these flows has increased. The percentage of countries with policies to lower immigration had reached 35 per cent by 1995, as compared to only 6 per cent in 1976. During this period, the percentage of Governments which adopted measures aimed at maintaining their levels of immigration or non-intervention policies decreased from 87 per cent to 61 per cent. In particular, developed countries showed the strongest inclination towards restricting immigration.

4. With regard to emigration policies, between 1976 and 1995, the percentage of countries seeking to lower emigration had increased from 13 per cent to 20 per cent. As of 1995, three quarters of the countries aimed at maintaining their existing level of emigration or not to intervene, a decline from 83 per cent in 1976. Both developed and developing countries showed similar trends in the evolution of their views.

5. Reflecting the growing concern about international population mobility and the weak understanding of its relationship to development, the possibility of convening a conference on international migration and development has been pursued. Since 1995, the Population Division of the United Nations Secretariat has solicited on three occasions the views of Governments regarding this possibility, as a follow-up activity to the International Conference on Population and Development (ICPD).

6. In accordance with General Assembly resolution 49/127 of 19 December 1994, the first letter to seek views about objectives and modalities for the convening of such a conference was sent to all permanent representatives to the United Nations in February 1995. By April 1995, responses had been received from 37 Governments. These responses constituted the basis for the preparation of the report of the Secretary-General on international migration and development (E/1995/69). Because of the high level of non-response, however, it was not possible to assess views representing all Governments.

7. Pursuant to General Assembly resolution 50/123 of 20 December 1995, a second letter was sent in April 1997 to all permanent representatives to obtain the additional views of Governments on the proposed conference. Consequently, based on the views of 65 Governments that responded to either the 1995 or the 1997 letter, the report of the Secretary-General (A/52/314) was prepared, and discussed by the General Assembly at its fifty-second session.

8. The General Assembly, in its resolution 52/189 of 18 December 1997, requested further solicitation of views on the possibility of convening a conference on international migration and development. Hence, a third letter was sent in March 1999 to all permanent representatives, especially inviting those Governments that had not responded to the letters sent in 1995 and 1997 to express their views. By June 1999, responses had been received from 34 Governments. Based on the responses received from 76 Governments that had expressed their views since 1995, the report of the Secretary-General (A/54/207) was prepared and submitted at its fifty-fourth session. There were two Governments whose response arrived in 1999, but too late to be included in the report. Incorporating these additional responses, the following section summarizes the views expressed by these Governments.

9. Altogether, there are 110 Governments that have never replied to the letter. Out of the 78 Governments whose responses were received through the past three surveys, 47 were generally in favour of convening a conference on international migration and development and 26 expressed reservations about holding such a conference; the remaining 5 Governments expressed only partial support for convening a conference. While these Governments are somewhat more open to the possibility of convening a conference, they considered that other options should first be pursued to address the issue of international migration and development.

10. Among the 47 Governments that favoured holding a conference, the majority proposed that it should be of a technical and analytical nature. However, there existed a variety of views regarding its possible objectives and the issues to be addressed. Many Governments envisaged the conference as a forum to explore key aspects of international migration and development, such as the causes and consequences of international migration, the levels and trends of international migration, and the positive and negative aspects of international migration in relation to development for countries of origin, destination, and those in transit. Others showed an interest in holding a conference in order to consolidate the rights of migrants, especially of migrant workers and refugees in host countries. A few other objectives of a conference addressed by a number of Governments included the development of strategies or policies to better manage migration flows, and facilitation of dialogue between countries concerned to enhance bilateral or multilateral cooperation.

11. With regard to types of migrants that a proposed conference should deal with, there was considerable agreement among the 39 Governments that commented on the question. The majority of them considered that a comprehensive approach was required and that all types of migrants should be taken into account. A number of Governments also favoured a one-week duration of the proposed conference. The main outcome of a conference most frequently mentioned was a plan of action which countries could follow. Several other Governments were of the opinion that the conference should produce a declaration, recommendations, resolutions or agreed principles.

12. As for the preparatory process for a proposed conference, virtually all Governments that expressed an opinion on the issue considered that regional meetings would forge a first level of consensus over such complex issues as international migration and development. Thus, according to this view, convening regional or even subregional meetings prior to a global conference would be necessary. These meetings were also thought to be necessary to facilitate the efficient operation of the conference. Most Governments expressing a view also supported the idea of holding a meeting of a preparatory committee leading towards a

global conference, but with varying frequency and duration.

13. Regarding the possible composition of the secretariat for the proposed conference, the views varied considerably among the Governments. A number of Governments suggested that the secretariat be constituted by personnel from different United Nations bodies and relevant organizations. Some Governments also mentioned the possibility of including in the secretariat representatives or experts from States Members of the United Nations, while others suggested that the secretariat should have balanced regional representation and allow the participation of international non-governmental organizations (NGOs).

14. With respect to the funding for a conference, the majority of Governments suggested that the United Nations finance the conference, although they did not always make clear whether funding should come from the regular budget of the Organization. Many mentioned the United Nations bodies, the specialized agencies, and intergovernmental organizations as possible sources of funding. Special contributions from donor countries, at least in part, was also a commonly mentioned source of funding. A few countries specified that such donor Governments included mainly the industrialized developed countries.

15. Among the 26 Governments that did not favour the holding of a conference, a widely shared view was that international migration and development issues had already been the object of discussion in several United Nations conferences and that, especially in the face of United Nations budgetary constraints, scarce resources would be better used to ensure the implementation of the commitments made at those conferences than in convening another one. A number of Governments further expressed the view that the issue of international migration and development should be addressed through the existing mechanisms. Several Governments also considered that the complex issues of international migration could be most productively addressed through regional negotiations, so that conditions particular to the region can be factored into concrete policy responses.

16. The five Governments that expressed only partial support for the convening of a conference felt that more work was necessary to clarify and define its objectives. They generally considered that regional or bilateral negotiations were more likely to lead to meaningful ways of dealing with the issue of international migration, as did some of the Governments that did not favour the holding of a conference.

17. In summary, a total of 78 Governments have expressed their views since 1995 regarding the convening of a United Nations conference on international migration and development. The responses from the Governments represent 41 per cent of the full membership of the United Nations. Although the majority of the responding Governments appeared to be in favour of holding a conference, there was a lack of consensus on its objectives, its funding and the composition of its secretariat. Furthermore, a number of Governments expressed serious reservations about convening such a conference, given the current financial constraints of the United Nations. Generally, these Governments appeared more in favour of adopting a regional or subregional approach in considering the issues of international migration and development.

III. Recent work of the relevant bodies, agencies, funds and programmes of the United Nations system and other international organizations in the field of international migration and development

18. As the following inventory shows, within the United Nations system, different United Nations departments and programmes, specialized agencies, and other bodies deal with various aspects of international migration, either directly or indirectly in terms of its relation to development. In addition, a number of intergovernmental organizations outside the United Nations system as well as many NGOs deal with migration issues and provide assistance to migrants of different types. The following overview of the relevant activities of different bodies and organizations highlights their specific areas of expertise and activities carried out primarily at the regional and interregional levels during the past two years. When the information is available, the lessons learned on migration management and policies emerging from their activities are also summarized.

A. United Nations Secretariat

1. Population Division

19. Under the guidance of the Commission on Population and Development, the Population Division of the Department of Economic and Social Affairs carries out studies on levels and trends of international migration, on international migration policies, and on the interrelations of international migration and development. In March 2000, the Population Division issued a working paper entitled "Replacement Migration: Is it a Solution to Declining and Ageing Populations?",[2] to address various implications of the changes in population size and age structure that low-fertility countries will be likely to experience. It examined the situation for eight countries: France, Germany, Italy, Japan, Republic of Korea, Russian Federation, United Kingdom of Great Britain and Northern Ireland and United States of America; as well as Europe and the European Union, highlighting in each case, the impact that various levels of immigration might have on population size and population ageing. The study concluded, inter alia, that the level of migration that would be needed to offset population ageing is unreasonably large, and would entail vastly more immigration than occurred in the past, hence immigration cannot be a realistic solution to population ageing. This exploratory study has widely drawn the attention of scholars, policy makers and journalists, and stimulated the discussion on the role of immigration as a policy option.

20. As a follow-up to the study, the Division convened an Expert Group Meeting on Policy Responses to Population Ageing and Population Decline, in New York, 16 to 18 October 2000. Influencing the level of migration was one among the various policy options that experts examined to cope with such unprecedented demographic challenges. In June 2001, the Division also released the database "International migration from countries with economies in transition, 1980-2000". It contains time series data on migration flows from and to countries in Eastern Europe, all successor States of the former Union of Soviet Socialist Republics, Albania and the former Yugoslavia. The database also includes the data on migrant stock in these countries.

21. Throughout its activities, the Population Division attaches importance to international migration as a major component of population change. At the global level, international migrants continue to be concentrated in and originate from a moderate number of countries, but their movements have significant socio-economic as well as demographic implications. In particular, the impact of international migration is likely to be significant in developed regions where low fertility tends to create a shortage of labour in the working age groups.

2. Statistics Division

22. The Statistics Division of the Department of Economic and Social Affairs continues to collect data on international migration for publication in the *Demographic Yearbook*. The Division routinely gathers statistics on major categories of inflows and outflows of international migrants as well as on migrant stock in a country. The Division also continues to disseminate the *Recommendations on Statistics of International Migration, Revision 1*.[3] The Recommendations, published in 1998, provide a framework for the characterization of different categories of international migration and reviews the major types of data sources yielding statistics on international migration flows.

B. United Nations regional commissions

23. Over the past years, the United Nations regional commissions have been engaged in a growing number of activities in the field of international migration and development. For example, the Economic Commission for Europe (ECE), in collaboration with other relevant organizations, such as Eurostat and the Council of Europe, regularly collects international migration statistics among ECE countries. It has also organized intergovernmental meetings and training workshops on international migration statistics. The most recent one, the ECE-Eurostat Work Session on Migration Statistics, held in May 2001, enabled Governments to exchange experiences on best practices in this field of statistics, and to assess difficulties countries are encountering in complying with the latest set of the United Nations *Recommendations on International Migration Statistics*.

24. Most activities of the Economic Commission for Latin America and the Caribbean (ECLAC) regarding international migration and development are undertaken by the Latin American and Caribbean Demographic Centre (CELADE). The collection of international migration statistics in the region and their

compilation in a data bank, known as Investigation of International Migration in Latin America (IMILA), have been regular activities of the Centre. In addition, CELADE has been active in organizing and participating in national and regional technical meetings on international migration. In September 2000, it organized a Symposium on International Migration in the Americas. The findings of the Symposium were used as inputs for the Plan of Action of the Third Summit of the Americas, held in April 2001. In June 2000, CELADE also organized a Workshop on Best Practices relating to Migrant Workers. As international migration is one of the emerging issues in the region, CELADE also carries out research on the consideration of international migration in economic integration agreements and on the movement of skilled human resources.

25. In October 1999, the Economic and Social Commission for Western Asia (ESCWA), through the Population Section of the Social Development Issues and Policies Division, organized an Expert Group Meeting on International Migration in the Middle East: Patterns and Implications for Sending and Receiving Countries. The meeting focused on the socio-economic and political forces influencing the current process of migration, taking into consideration changes brought by the 1991 Gulf War, and proposed a framework for policies that serve both sending and receiving countries. The Population Section collects migration data and estimates the migration rates for countries in the region. However, the lack of adequate statistical information and meagre number of researchers on international migration are among the serious concerns chronically expressed in the region. ESCWA emphasizes the need for a regional survey on migration for better formulation of policies, because the size and characteristics of international migrants in the region have changed tremendously during the past decade.

C. Committee for Development Policy

26. The Economic and Social Council reconstituted in 1998 the Committee for Development Policy, the former Committee for Development Planning, with a new work programme.[4] The Committee is an independent expert subsidiary body of the Council, comprising 24 independent experts who are drawn from the fields of economic development, social development and environmental protection and are able to contribute to emerging issues and to the multilateral process. To date, the issue of international migration and development has not yet been directly examined by the Committee.

D. Other organizations within the United Nations system

1. Commission on Human Rights

27. The Commission on Human Rights is responsible for reviewing the follow-up and implementation of the Vienna Declaration and Programme of Action, adopted by the World Conference on Human Rights on 23 June 1993,[5] and for addressing all issues related to the realization of the rights recognized in international human rights instruments or to the violation of such rights. Thus, the Commission is the body best suited to deal with human rights issues in relation to international migration. Since the International Convention on the Protection of the Right of All Migrant Workers and Members of Their Families was adopted by the General Assembly in its resolution 45/158 of 18 December 1990, the Commission has urged Member States to consider the possibility of signing and ratifying or acceding to ratify the Convention as a matter of priority. In resolution 2001/53, adopted during its fifty-seventh session, the Commission requested the Secretary-General to provide all facilities and assistance necessary for the active promotion of the Convention. As of 18 May 2001, 10 countries were signatories to the Convention and 16 countries ratified it, becoming parties to it. The Convention will enter into force after 20 States have accepted it.

28. In accordance with its resolution 1999/44 of 27 April 1999, the Commission appointed a Special Rapporteur on the human rights of migrants to examine ways and means of overcoming existing obstacles to the full and effective protection of the human rights of this vulnerable group, including those who are non-documented or in an irregular situation. The Rapporteur studies issues of concern, and, if necessary, informs Governments about the gaps in their policies that can cause violations of migrants' human rights, and urges countries to ratify international mechanisms that address migrants. The Commission welcomed the reports of the Rapporteur on Human Rights of Migrants at its fifty-sixth session (E/CN.4/2000/82 and Add.1)

and at its fifty-seventh session (E/CN.4/2001/83 and Add.1).

29. Pursuant to General Assembly resolution 55/93 of 4 December 2000, 18 December has been proclaimed as International Migrants Day. Member States, as well as intergovernmental and non-governmental organizations are invited to observe the day through, inter alia, the dissemination of information on the human rights and fundamental freedoms of migrants, the sharing of experience and the design of actions to ensure their protection.

2. Commission on Crime Prevention and Criminal Justice

30. In recent years, trafficking in human beings and its close linkage to transnational organized crime have arisen as new challenges to migration management. Setting out an international strategy to fight against transnational criminal activity, including trafficking in persons, has become one of the main agendas for the Commission. On 15 November 2000 in its resolution 55/25, the General Assembly adopted the United Nations Convention against Transnational Organized Crime and the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, the purpose of which is to prevent and combat trafficking in persons, paying particular attention to women and children; to protect and assist the victims of such trafficking; and to promote cooperation among States parties to meet these objectives; and the Protocol against the Smuggling of Migrants by Land, Sea and Air, which provides an effective tool to combat and prevent the smuggling of human cargo, reaffirming that migration in itself is not a crime, but migrants may be victims in need of protection.

3. United Nations Institute for Training and Research

31. The United Nations Institute for Training and Research (UNITAR) has been executing the International Migration Policy Programme (IMP) since 1998. IMP is an inter-agency programme co-sponsored by UNITAR, UNFPA, ILO and IOM. It has sought to strengthen the migration management capacity of Governments and to foster regional and international cooperation towards orderly migration and protection of migrants. By mid-2001, IMP had organized eight regional meetings in Central and Eastern Europe, southern Africa, Asia-Pacific, Central Asia and the Caribbean, for migration capacity-building, practice-oriented training and cooperation, involving some 400 senior to middle-level government officials from over 70 countries. Each of these exercises was held in a specific regional context, and under this regional approach, IMP maintained its focus on developing countries and countries in transition where national migration management, intergovernmental dialogue and cooperation need to be strengthened. IMP is also partnering with the ILO Turin International Training Centre (ITC) in a global three-year project aimed at providing training on all aspects of migration to junior government officials from developing countries and countries in transition.

32. It appears that IMP's interdisciplinary and inter-agency approach has provided Governments with a comprehensive picture of the complex nature of international migration and on best practices concerning migration and human displacement. Because of different perspectives and interests regarding migration and its close link to national security, migration is still regarded as a highly sensitive issue. The experience of IMP is that the provision of venues for open dialogue can help Governments to achieve a level of familiarity and confidence that is necessary for migration management cooperation.

4. United Nations Population Fund

33. The United Nations Population Fund (UNFPA) provides assistance to developing countries in dealing with their population problems; promotes awareness about the implications of population problems; and plays a leading role in promoting population programmes, particularly relating to reproductive health. In collaboration with ILO, IOM and UNITAR, UNFPA has been supporting IMP. UNFPA has also provided funds for the collection of data on migration and policy-oriented studies on international migration. In November 2000, the Latin America and the Caribbean Division of UNFPA, through its regional programme, in collaboration with IOM and the Latin American Faculty of Social Sciences, organized a Regional Seminar on Caribbean Migration in the Dominican Republic in November 2000, attended by government officials, experts and representatives of regional and international organizations. The specific objectives of the seminar were to: promote a better

understanding of Caribbean migration and migration trends as they relate to economic development and regional integration; contribute to the exchange of knowledge on migration policies within international interdependence and regional integration; and discuss issues such as temporary or regular labour migration, irregular migration, use of remittances and migrant smuggling and trafficking and explore ways to address them.

5. Office of the United Nations High Commissioner for Refugees

34. The mandate of the Office of the United Nations High Commissioner for Refugees (UNHCR) is to provide international protection and humanitarian assistance to refugees and to seek solutions for refugee problems. It strives to ensure that everyone can exercise the right to seek asylum and find safe refuge in another State, and return home voluntarily. Until recently, UNHCR had made a conscious effort to maintain a sharp distinction between refugees and other types of migrants, so as to emphasize the special legal status and protection needs of its beneficiaries. Increasingly, however, it has recognized the relevance of development issues to the tasks of refugee protection and assistance. It became clear that refugee flows and migratory movements could not always be strictly separated. Refugee movements, which appeared to be the result of political, religious or ethnic persecution, might be more fundamentally rooted in the problems of poverty, underdevelopment and the competition for scarce resources among social groups. Furthermore, when long-standing armed conflicts came to an end and refugees were finally able to return to their own countries, an evident need arose for the immediate implementation of rehabilitation activities, bridging the gap between the short-term assistance provided by humanitarian agencies and the longer-term development programmes of Governments, bilateral donors and international organizations.

35. Thus, UNHCR has become more directly involved in the issues of international migration and development. Its activities related to development consist of: (a) establishing community-based, multisectoral reintegration and rehabilitation programmes in countries and areas receiving large numbers of returning refugees and internally displaced persons; (b) undertaking legal and institutional capacity-building initiatives in countries that are receiving substantial numbers of asylum-seekers but that lack the capacity to process their asylum applications and meet their material needs; and (c) drawing attention to the linkages between refugee movements, international migration and development, thereby encouraging the international community to pursue a proactive and preventive approach to the problems of human insecurity and displacement.

36. In terms of migration management, recent UNHCR experience has shown that restrictive approaches, based on efforts to obstruct or deter people from moving from one country and region to another, are bound to have negative consequences. On the one hand, they are likely to violate internationally recognized human rights principles and the norms of refugee protection. On the other hand, they are likely to force prospective migrants and asylum-seekers into the hands of unscrupulous human traffickers. An effective migration management strategy should create organized opportunities for regular and legal migration, while recognizing that many bona fide refugees will continue to arrive in countries in an "irregular", "illegal" and "spontaneous" manner.

6. Food and Agriculture Organization of the United Nations

37. The Food and Agriculture Organization of the United Nations (FAO) formed the Secretariat for the Inter-Agency Task Force on the United Nations Response to Long-Term Food Security, Agricultural Development and Related Aspects in the Horn of Africa in 2000. This collective effort strives to reduce the extent of conflict and the threat of famine in the region, thereby mitigating the "push" factors which fuel international migration. FAO is also involved in efforts to tackle crisis migrations in the Balkans. Two projects, namely, the Emergency Farm Reconstruction Project and the Irrigation Rehabilitation Project in Kosovo, are aimed at attracting returnees from Western Europe and help them to restore their livelihoods by restocking farms, repairing machinery and restoring irrigation services. Through these projects, FAO learned that technical or vocational training tailored to the local economic situation and livelihoods contribute to stabilizing populations and fostering return flows of people. A more general type of training, by contrast, often stimulates out-migration towards urban or foreign locations.

7. International Labour Organization

38. The protection of workers employed in a country other than their own, through formulation of international standards for the treatment of migrant workers, has always been an important activity of the International Labour Organization (ILO). It has adopted a number of labour standards that apply equally to foreign workers and to nationals. In addition, ILO has adopted two international conventions on the rights of migrant workers, namely, the Convention concerning Migration for Employment (Revised), 1949 (No. 97), and the Convention concerning Migrations in Abusive Conditions and the Promotion of Equality of Opportunity and Treatment of Migrant Workers, 1975 (No. 143), both of which are in force.

39. ILO has contributed towards adherence to these standards by monitoring laws and practice in the treatment of migrant workers, providing advisory services to its tripartite constituents on many aspects of migration policy and administration, organizing training seminars, conferences and meetings on the many problems of protection and development issues raised by labour migration for both labour-sending and -receiving States. Inter-country meetings that ILO has recently organized include the Subregional Conference on Labour Migration in the Countries of Central Asia, in Dushanbe, in 2001; the High-Level Tripartite Meeting on Achieving Equality in Employment for Immigrant Workers, Geneva, in 2000; and the Subregional Conference on Employment and Protection of Migrant Workers in Europe, Hungary, in 2000.

40. The technical assistance provided by ILO is designed to meet a variety of needs of Member States, from strengthening the national administration to helping countries of origin cope with the repatriation and absorption of return migrants, especially under crisis conditions. ILO also assists Governments in evaluating their policies, focusing especially on the effectiveness of measures to prevent abuses in recruitment and to combat discrimination against foreign workers. Technical assistance is provided to Governments negotiating bilateral or multilateral agreements on labour migration. ILO also undertakes research on a wide range of topics related to international labour migration, many of which are relevant for the understanding of migration's relationships with development. Statistics on international labour migration and migrant workers have been collected and have been made accessible to the general public through an Internet web site since 2000.

41. ILO draws lessons regarding migration management from the wide range of activities carried out. For example, ILO observed that many Governments, even though they had not ratified the ILO Conventions, used them as models or reference points in state policy on the equal treatment of migrant workers. Thus, promotion of the Conventions plays a bigger role than is suggested by numbers of ratification. Furthermore, the task of promoting integration of migrants is a complex one that requires action at many levels starting with legislation at the state level to voluntary codes of practice adopted by firms. It is important to have goals and targets with which to measure the effectiveness of various initiatives.

E. Organizations outside the United Nations system

1. International Organization for Migration

42. IOM, which marks its fiftieth anniversary in 2001, is an intergovernmental organization composed of 86 member States and 41 observers. The activities of IOM can be largely grouped into six main service areas, namely: movements; assisted returns; technical assistance and capacity-building; public information campaigns; counter-trafficking; and medical services.

43. The transportation of migrants and the preparations for their safe travel are at the core of the organization's activities. IOM continues to play an important role in providing migration assistance in emergency situations both for evacuation, when required, and for voluntary return, when circumstances permit. Its mandate also allows it to arrange the movement of internally displaced persons (IDPs) when required. The organization has approached return movements of people from a broad developmental and humanitarian perspective. Thus, IOM works on programmes, notably in Africa, to facilitate the return of qualified nationals to developing countries, attempting to mitigate some of the effects of the brain drain. IOM also carries out programmes to support the voluntary returns of other migrants, including rejected asylum-seekers and irregular migrants, notably in the Balkans.

44. Through its technical cooperation programmes, IOM offers advisory services and training on migration to Governments with the aim of assisting in the development and implementation of migration policy, migration legislation and migration administration. Of growing importance is the organization's support for regional intergovernmental migration management processes such as the Puebla Process in North and Central America, the Migration Dialogue for Southern Africa, and the Dakar Declaration process in West Africa. In many cases, such dialogues specifically deal with the link between migration and development, among other issues.

45. IOM has accumulated valuable experience in the conduct of mass-media campaigns as an indispensable component in efforts to manage migration situations. For instance, its anti-trafficking projects in Central and Eastern Europe and in South-East Asia have included multimedia outreach to warn potential victims in countries of origin about the risks of involvement with traffickers, as well as to sensitize local populations in transit and receiving countries to the issue. IOM has also continued to carry out and to publish research on trafficking, especially trafficking of women, and has increased the number and scope of programmes to assist victims of trafficking. Moreover, IOM has addressed the health needs of migrants and societies impacted by migration. In particular, there has been a growing focus on the link between HIV/AIDS and migration, and creation of awareness-rising activities. In May 2001, IOM and UNAIDS jointly published a paper "Migrants' Right to Health",[6] outlining best practices in relation to the rights of migrants to health, with a particular emphasis on HIV/AIDS/STD and reproductive health matters.

46. A number of valuable lessons can be drawn from the wide range of activities carried out by IOM. First, it is increasingly important in this globalized world to have explicit national migration policies, including some mechanism for legal immigration or labour migration. The recent experience of many industrialized countries illustrates that control measures alone cannot regulate migration. Orderly, managed migration offers a viable alternative to irregular migration and can counter some negative consequences of migration. Secondly, better mechanisms are required for policy consultation among countries grappling with similar situations, and/or among "clusters" of countries dealing with a particular migration flow at different points along the way. As various regional consultation processes have shown, consensus on policy measures encourages cooperation at the time of policy implementation. Thirdly, anti-trafficking assistance programmes and research suggest that public information campaigns should be conducted regularly and more widely. At the same time, provisions in trafficking legislation that recognize trafficked persons as victims, provide assistance for them, and incorporate witness protection features in exchange for testimony against traffickers will help to bring victims forward and obtain convictions of traffickers. Lastly, voluntary return programmes will be more successful if greater resources are dedicated to sustainable reintegration in countries of origin, through cooperation between the host country and the origin country.

2. Organisation for Economic Cooperation and Development

47. International migration has long been a concern of OECD member States and such concern is reflected in the activities of the organization. For example, in November 1998 the OECD organized in Lisbon, the International Conference on Globalization, Migration and Development. It was a follow-up to the regional seminars organized between 1996 and 1998 on the theme of migration, free trade and regional integration in Central and Eastern Europe, the Mediterranean Basin and North America. The OECD has also issued the Development Assistance Committee Guidelines on Poverty Reduction, in which development cooperation policies in support of increasing employment opportunities in developing countries are encouraged to prevent outflows of skilled labour from poor countries. With regard to the data collection, the organization has instituted a continuous reporting system on international migration (SOPEMI) which allows the exchange and dissemination of statistical information on international migration to the OECD countries. The data collected are used to analyse the economic and social aspects of international migration and published annually in *Trends in International Migration*.

48. Based on these activities, the organization reiterates the position that there is a need to accelerate economic convergence in order to better manage migration flows. It is important to promote and improve the efficiency of public and financial institutions in developing countries, while facilitating

their sustainable development and employment creation. It was also considered that migration policy could play a critical role in accelerating economic convergence, by encouraging the exchange of skilled workers and facilitating free movement of persons, in particular business executives and employees, through bilateral and multilateral agreements.

3. Council of Europe

49. The Council of Europe, consisting of 43 member States, is an intergovernmental organization which aims at promoting human rights, developing intergovernmental cooperation, and helping to consolidate democratic stability in Europe. Its activities in the field of migration are initiated and supervised by the European Committee on Migration (CDMG), a forum within which government experts and representatives of NGOs discuss migration at the pan-European level. The activities of the Council in this field centre around the issues of integration and community relations, migration management, and status of migrants. For example, in 2000, the Council published the reports "Diversity and Cohesion: New Challenges for the Integration of Immigrants and Minorities" and "Framework of Integration Policies". Over the past years, the Council has also extended its activities concerning clandestine migration, and will organize a conference on irregular migration and migrants' dignity in October 2001 in Greece. Furthermore, the Council has promoted the protection of long-term migrants, persons admitted for family reunification, as well as migrant workers, through adoption of recommendations, guidelines and principles, or facilitation of ratification of conventions.

50. The Council considers that many of the migration problems now confronting Governments resulted from a piecemeal approach to specific problems, such as asylum, irregularity or return, and therefore suggests a strategy which is comprehensive and applicable over the long term. Furthermore, migration policy should be open and transparent and must be pursued in a consistent manner. Policy makers should be well informed, so that they can formulate clear rules and regulations. Any strategies should be manageable in terms of the resources, including those of finance, information and time.

4. European Union

51. Migration and asylum have occupied an increasingly prominent place on the political agenda of the European Union and its member States over the last two years. Following the Amsterdam Treaty, which entered into force in 1999, efforts of the European Commission have been devoted to the development of common policies in the field of asylum and migration. The Treaty sets out a five-year programme in this field including the adoption of criteria and mechanisms for deciding which member State is responsible for examining an asylum application, of minimum standards for the reception of asylum-seekers, of procedures for granting or withdrawing refugee status, and of standards for giving temporary protection to displaced persons from third countries. It also seeks to define the rights and conditions under which nationals of third countries may enter and reside in member States. In line with this agenda, the Commission has published a number of proposals and the draft instruments, including *Proposal for a Council Directive Laying Down Minimum Standards on the Reception of Applicants for Asylum in Member States*[7] and *Communication from the Commission to the Council and the European Parliament on a Community Immigration Policy*.[8] The Statistical Office of the European Communities (Eurostat) gathers annual statistics on international migration flows on the basis of a joint questionnaire with the Statistical Division of ECE, the Council of Europe and the Statistical Division of the United Nations. Since 1998, data on illegal migration and asylum have also been collected.

52. Hence, the EU's legislative programme and projects represent a unique model for dealing with migration at a regional level. The EU considers that an integrated and comprehensive approach is highly desirable for the better management of migration. States should lay down clearly the conditions under which nationals of other States may enter and stay, setting out their rights and obligations and ensuring that concerned persons have access to this information and that there are mechanisms in place to see that it is applied fairly. General policies on access to information would greatly enhance transparency.

5. International Centre for Migration Policy Development

53. The International Centre for Migration Policy Development (ICMPD), established in 1993, is an

intergovernmental organization with headquarters in Geneva. A major task of the Centre is to promote comprehensive and sustainable migration policies and to function as a service exchange mechanism for Governments and organizations on mainly European migration issues. ICMPD, as a secretariat for the Budapest Process, has assisted a regional consultative process on harmonization of entry control for the broad European region, involving more than 40 countries. In this context, since 1995 the Centre has organized more than 70 intergovernmental meetings. ICMPD also maintains a very extensive data-gathering system on migration, asylum and border control in Central and Eastern Europe, with regular overviews and analysis. Between 1997 and 2001, it also carried out return programmes of migrants with microcredits for small entrepreneurs in Bosnia and Herzegovina and in Kosovo.

6. Metropolis

54. The International Metropolis Project, launched in 1996 by Citizenship and Immigration Canada, is a set of coordinated activities carried out by a membership of research, policy and non-governmental organizations which share a vision of strengthened migration policy by means of applied academic research. The Metropolis members are now from over 20 countries and a number of international research, policy, and intergovernmental organizations, representing a wide range of policy and academic interests. The underlying idea is that the members will work collaboratively on issues of immigration and integration, always with the goal of strengthening policy and thereby allowing societies to better manage the challenges and opportunities that immigration presents. To this end, Metropolis has stimulated and funded empirical research on important policy issues, some of it international and comparative; organized major international, national and regional conferences on migration issues, involving representatives from policy, research and civil society; organized highly focused seminars, round tables and workshops; and disseminated research results and policy discussions in the Metropolis publication, *The Journal for International Migration and Integration*, and in other print and electronic media.

55. The Metropolis Project has, over the years, developed a large body of knowledge of relevance to migration policy at all levels of government. Their policy-research discussions point to the necessity to accept that migration is a long-term feature of modern societies. Successful migration management must include participation of all levels of government and other civic stakeholders, including NGOs. Successful management also requires the integration of many government policies and activities; it cannot be centralized in one department or Ministry. Regular migration programmes ought to be managed with the purpose of maximizing economic and social benefits and not solely for reducing irregular entry. These programmes may use selection systems that respond to the economic and social needs of the host country or region. The entry of highly skilled migrants tends to create favourable public reactions to immigration and to enhance social tolerance. However, illegal migration is not likely to diminish by increasing regular admissions.

IV. Possible mechanisms to examine international migration and development

56. Over the past decade, the mobility of people crossing borders has increased in magnitude and complexity. International migration is now considered a global phenomenon involving a growing number of States as origin, recipient or transit countries of migrants, and it has become an issue of growing concern to the international community. Consequently, different organizations within and outside the United Nations system have increased the number and scope of activities to deal with this issue, with varying degrees of relevance to development.

57. The interlinkages between international migration and development are extremely complex. Efforts continue to explore to what extent international migration is a response to the dynamics of development and the extent to which migration itself can affect the development process. However, it may be observed from recent activities carried out by relevant organizations that there is a growing awareness that policies and programmes that seek long-term solutions for migration problems have to take into account social, economic and cultural settings of the countries or areas of concern. In particular, return movements should be seen from a broad humanitarian and developmental perspective. At the same time, it has been increasingly recognized that development

programmes in migrant-sending countries and areas can be geared to maximize the benefits that international migration can possibly generate. Such emerging directions call for improved and strengthened cooperation and coordination of work among different offices of the United Nations system, other relevant international and intergovernmental organizations, and NGOs.

58. A number of important lessons have been drawn from a wide range of activities carried out by various organizations within and outside the United Nations. Valuable experience collectively points to some mechanisms that the United Nations system may use to better address and examine the issue of international migration and development in the coming years.

59. First, international migration and development could be an issue of central concern in the work of the United Nations system. In particular, migration issues need to be integrated in a more coherent way within a broader context of economic and social development frameworks, especially when designing strategies and programmes for development. This issue may be incorporated in the regular work programmes of relevant offices, especially in each regional commission.

60. Secondly, the United Nations, in collaboration with other relevant organizations and agencies, may wish to intensify its efforts to support the multilateral forums in which Governments, international organizations and the civil society participate directly to address the issues of international migration and development. International migration remains a politically sensitive subject-matter and there is a lack of consensus to address this issue at the international level. However, recent evidence indicates that a provision of venues for a dialogue may effectively generate the trust and cooperation necessary for migration management. Experience has shown that convening such consultative forums at the regional level is likely to lead to meaningful ways of dealing with the issue.

61. Thirdly, as seen in the review of activities above, the collection and compilation of data on international migration have become a part of regular activity in various organizations within and outside the United Nations system. Statistics that allow characterizing accurate migration flows and monitoring changes over time are still far from complete. Considerable heterogeneity also exists in terms of the nature of data and definitions used. Statistics often serve as a solid basis for the formulation and implementation of international migration policy and programmes. The dynamics of international migration cannot be fully understood without the guidance of migration statistics. The United Nations continues to pursue and broaden its efforts to collect reliable data on international migration and to compile various kinds of statistics in a complementary manner. To assist in such efforts, the United Nations could further promote the implementation of the *Recommendations on International Migration Statistics*.

62. A great deal remains to be explored regarding the interrelationships between international migration and development. In relation to data collection, another request frequently mentioned was an expansion of empirical research on the cause and patterns of migration as well as its social, economic and demographic impacts in order to better understand the mechanism. Furthermore, in view of the fact that irregular migration and trafficking are a growing worldwide phenomenon, research could go beyond standard analyses of migration and explore the plight of migrants, which had been largely neglected in past research. Documenting and disseminating information on successful migration management programmes based on recent experience may also contribute to a better understanding of the interrelationships between migration and development.

63. Finally, the United Nations could continue to exercise its leadership in promoting the ratification of various existing international instruments related to international migration. In its resolution S-21/2 of 2 July 1999, adopted at the twenty-first special session, the General Assembly urged Governments to consider ratifying or acceding to the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families, and becoming parties to the 1951 Convention[9] and the 1967 Protocol[10] relating to the Status of Refugees. Most recently, as noted above, the General Assembly adopted the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, and the Protocol against the Smuggling of Migrants by Land, Sea and Air, and opened them for signature. Other United Nations instruments, while having indirect relevance but of potential importance to international migration and development, include the International

Convention on the Elimination of All Forms of Racial Discrimination,[11] the Convention on the Elimination of All Forms of Discrimination against Women,[12] and the Convention on the Rights of the Child.[13] The United Nations may play a more vigorous role in encouraging States to comply with such instruments to ensure the protection of the human rights and dignity of migrants.

Notes

[1] See *World Population Monitoring 1997: Issues of International Migration and Development*, United Nations publication, Sales No. E.98.XIII.4.

[2] ESA/P/WP/160.

[3] United Nations publication, Sales No. E.98.XIII.4.

[4] Economic and Social Council resolution 1998/46 of 31 July 1998, annex I, sect. B.

[5] A/CONF.157/24 (Part I), chap. III.

[6] UNAIDS/01.16E.

[7] COM (2001) 181 final of 3 April 2001.

[8] COM (2000) 757 final of 22.11.2000.

[9] United Nations, *Treaty Series*, vol. 189, No. 2545.

[10] Ibid., vol. 606, No. 8791.

[11] Resolution 2016 A (XX), annex.

[12] Resolution 34/180, annex.

[13] Resolution 44/25, annex.

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Item 132 (b) of the preliminary list*
Human rights questions, including alternative approaches for improving the effective enjoyment of human rights and fundamental freedoms

Internally displaced persons

Note by the Secretary-General

The Secretary-General has the honour to transmit to the members of the General Assembly the report prepared by the Representative of the Secretary-General on internally displaced persons, Mr. Francis Deng, in accordance with General Assembly resolution 54/167 of 11 November 1999 and Commission on Human Rights resolution 2001/54 of 24 April 2001.

* A/56/50.

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Executive summary

In 1992, in response to growing international concern about the large number of internally displaced persons throughout the world and their need for assistance and protection, the Commission on Human Rights requested the United Nations Secretary-General to appoint a representative on internally displaced persons (Commission resolution 1992/73). Francis M. Deng (Sudan) was appointed to the position and, as with other special procedures of the Commission, serves in that capacity on a voluntary and part-time basis.

The Representative was requested to prepare a comprehensive study identifying existing laws and mechanisms for the protection of internally displaced persons, additional measures to strengthen implementation of those laws, and alternatives for addressing protection needs not adequately covered by existing instruments. The mandate of the Representative has since been renewed by the Commission four times (in resolutions 1993/95, 1995/57, 1998/50 and 2001/54). The Representative was requested to continue his analysis of the causes of internal displacement, the needs of those displaced, measures of prevention and ways to strengthen protection, assistance and solutions for the internally displaced, and to do so through dialogue with Governments and intergovernmental, regional and non-governmental organizations, and by taking into account specific situations.

The present report provides an overview of developments in the work of the Representative since his report to the General Assembly at its fifty-fourth session (A/54/409), focusing on the various areas of work of the mandate, specifically: a normative framework, in particular the promotion of the Guiding Principles on Internal Displacement; efforts to establish an effective institutional framework; country missions; and new issues for research.

Report of the Representative of the Secretary-General on internally displaced persons

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I. Introduction

1. Eight years after the General Assembly first considered the problem, the international community continues to seek ways and means to respond effectively and comprehensively to the global problem of internal displacement. To be sure, some positive steps have been taken during this period. In particular, international visibility has been raised so that the needs of internally displaced persons are universally acknowledged and understood. In addition, a normative framework has been developed for meeting the protection and assistance needs of the internally displaced, as manifested in the Guiding Principles on Internal Displacement, which provide useful guidance to Governments and other relevant actors. Furthermore, increased focus in the past 18 months on the need for more effective international institutional arrangements for responding to crises of internal displacement has resulted in encouraging moves towards a more coordinated response on the part of the United Nations.

2. Such developments notwithstanding, the global crisis of internal displacement remains acute, affecting some 20-25 million persons in at least 40 countries worldwide, uprooting them from their homes, exposing them to physical and psychological dangers, and depriving them of basic needs. Consequently, the need to translate normative and institutional responses into effective field-based strategies for responding to the protection and assistance needs of internally displaced persons remains pressing.

3. The present report highlights the main developments since the Representative's report to the fifty-fourth session of the General Assembly (A/54/409) in the four key areas of his mandate: a normative framework on internal displacement; an institutional framework; a country focus; and a research agenda.

II. A normative framework on internal displacement

4. As detailed in the previous reports to the Commission on Human Rights and the General Assembly, a major focus of the Representative's mandate from the outset has been the development of a normative framework for addressing the protection and assistance needs of the internally displaced. The most significant development in this regard was the preparation, at the request of the Commission on Human Rights and the General Assembly, of the Guiding Principles on Internal Displacement (E/CN.4/1998/53/Add.2). Based on the two-part compilation and analysis of legal norms (E/CN.4/1996/52/Add.2 and E/CN.4/1998/53/Add.1), the Guiding Principles were developed over a period of several years, consolidated into one document, and finalized at an expert consultation hosted by the Government of Austria in January 1998. The process was broad-based and brought together legal experts from all parts of the world, including representatives of international organizations, regional intergovernmental bodies, non-governmental organizations, and research and academic institutions.

5. Reflecting and consistent with international human rights and humanitarian law, and with refugee law by analogy, the Principles set forth the rights and guarantees involved in all phases of displacement, providing protection against arbitrary displacement and protection and assistance during displacement and during return or resettlement and reintegration. They provide guidance to all relevant actors: the Representative in carrying out his mandate; States when faced with the phenomenon of internal displacement; all other authorities, groups and persons in their relations with internally displaced persons; and intergovernmental and non-governmental organizations.

6. The Guiding Principles were presented to the Commission on Human Rights at its fifty-fourth session in 1998. In resolution 1998/50, the Commission noted the progress made by the Representative in developing a legal framework, took note of the Guiding Principles and of the stated intention of the Representative to make use of them in his dialogue with Governments and intergovernmental and non-governmental organizations, and requested him to report on his efforts in that regard and the views expressed to him.

7. In subsequent resolutions, the Commission and the General Assembly (resolution 54/167) welcomed the fact that the Representative had made use of the Guiding Principles in his dialogue with Governments and intergovernmental and non-governmental organizations and requested him to continue his efforts in that regard. Moreover, at its most recent session, the Commission on Human Rights, in resolution 2001/54,

noted with appreciation that an increasing number of States, United Nations agencies, and regional and non-governmental organizations were making use of the Principles, and encouraged their further dissemination and application.

8. The Representative reported at the Assembly's fifty-fourth session on views expressed on the Guiding Principles by Governments and intergovernmental and non-governmental organizations and on the efforts taken by them to promote, disseminate and apply the Guiding Principles. Information on these efforts and subsequent developments is provided below.

A. Recent responses to the Guiding Principles at the United Nations

9. At the sessions of the Commission on Human Rights since 1998, a number of States have spoken positively of the contribution of the Guiding Principles to helping concerned actors to meet the protection and assistance needs of internally displaced persons.[1] Most recently, at the Commission's fifty-seventh session, the representative of Georgia stated that the Principles were a useful instrument for protecting the rights of internally displaced persons and that his Government was taking steps to bring certain national legislative provisions into line with the standards contained in the Principles. At the Commission, at an open meeting on using the Guiding Principles, representatives of Angola and Burundi also explained how their Governments were using the Principles as a basis for domestic law and policy. The representative of Switzerland noted that the Guiding Principles were extremely relevant and important in responding to internal displacement. The representative of Austria stated that the Principles constituted an important tool for Governments, international, regional and non-governmental organizations, and other actors when faced with situations of internal displacement. The Government of Austria was encouraged to see the United Nations system and an increasing number of States applying the Principles on the ground and noted that the Principles had gained broad international recognition. Recalling its comments from the Commission's previous session, the representative of India, while noting that the Guiding Principles were not legally binding, also recognized that they could serve as useful guidelines for States when required. India did not, however, consider development-induced displacement, cited in the Principles, as falling within the international domain.

10. At the Security Council, as noted in the Representative's previous report to the General Assembly, a number of speakers underscored the importance of a normative framework for addressing the plight of the internally displaced during discussions on the protection of civilians in armed conflict.[2] Similar views were expressed during the Council's further consideration of this issue in September 1999[3] and April 2000.[4] In his report to the Council (S/1999/957), the Secretary-General noted that, in the absence of a specific international legal framework spelling out the rights and freedoms of internally displaced persons, the Representative had compiled the Guiding Principles based on existing international humanitarian and human rights law. The Secretary-General recommended that, in situations of mass displacement, the Security Council encourage States to follow the legal guidance provided by the Guiding Principles.

11. During the Security Council's "Month of Africa" in January 2000 and its consideration of the item on humanitarian assistance to refugees in Africa, the Council issued a presidential statement noting that United Nations agencies and regional and non-governmental organizations, in cooperation with host countries, are making use of the Guiding Principles, inter alia, in Africa (S/PRST/2000/1). During the debate on this item, a number of delegations spoke on the internal displacement issue and the current lack of a legal framework and the role, therefore, of the Guiding Principles (S/PV.4089). Later that month, the Security Council adopted a resolution concerning the situation in Burundi (resolution 1286 (2000)), in which it noted that United Nations agencies and regional and non-governmental organizations, in cooperation with host countries, were making use of the Guiding Principles, inter alia, in Africa.

12. Views on the issue of internal displacement and the Guiding Principles were also expressed by States in the context of the Security Council's discussion on "maintaining peace and security: humanitarian aspects of issues before the Security Council" in March 2000 (S/PV.4110), and later in July 2000, when the Council discussed the report of the Secretary-General on children and armed conflict (A/55/163-S/2000/712), which recommends, inter alia, that the Council call

upon parties to armed conflict to adhere to the Guiding Principles (S/PV.4176 and resumption 1).

13. The Economic and Social Council considered the issue of internal displacement in the context of its humanitarian affairs segment in July 2000. It will be recalled that in its agreed conclusions 1998/2 of its coordination segment, the Council commended the efforts taken to promote a comprehensive strategy that focuses on prevention, as well as better protection, assistance and development for internally displaced persons and noted the progress achieved in developing a legal framework. The Council also referred to the Guiding Principles in its agreed conclusions 1998/1, on the issue of special economic, humanitarian and disaster relief assistance, noting the Inter-Agency Standing Committee (IASC) decision relating to them. The following year, in its agreed conclusions 1999/1, it called on all States to apply internationally recognized norms with regard to internally displaced persons and also took note of the fact that IASC is using the Guiding Principles.

14. In 2000, the humanitarian affairs segment considered the issue of internal displacement within the much broader theme of strengthening of the coordination of emergency humanitarian assistance of the United Nations. The Secretary-General, in his report to the Council on strengthening of the coordination of emergency humanitarian assistance of the United Nations (A/55/82-S/2000/61), noted that the Representative had made substantive progress in mobilizing international attention to the problems of the internally displaced and identifying their specific rights and needs. The Guiding Principles were cited as the result of these efforts and, based on existing principles of international law, were considered to offer important guidance. The Secretary-General noted that agencies had recognized the Principles as a valuable instrument for strengthening the linkage between assistance and protection in all phases of displacement.[5]

15. In the informal discussions during the humanitarian affairs segment, which did not produce any agreed conclusions, the representatives of several Governments expressed concern that the Principles had not been drafted or formally adopted by Governments. However, those same States, it was pointed out, had voted for the resolutions of the Commission and the General Assembly encouraging the development of the Principles, recommending their wide dissemination and requesting the Representative to use them in his dialogue with Governments. Indeed, Governments from all regions have expressed support for the guidance contained in the Principles and emphasized their value to those working with the displaced.

16. During the fifty-fifth session of the General Assembly, interest in the Guiding Principles was expressed in the context of the annual resolution on the Office of the United Nations High Commissioner for Refugees (UNHCR). At its previous two sessions, the General Assembly had noted in that resolution the relevance of the Guiding Principles and reaffirmed its support for the role of UNHCR in providing assistance and protection to the internally displaced (resolutions 53/125, 54/146). At the fifty-fifth session, the representative of Egypt requested a vote on the paragraph referring to the internally displaced: 139 States voted in favour of the paragraph; none voted against and 31 abstained. The resolution itself was adopted without a vote (resolution 55/74).

17. In response to these developments, the Representative has had meetings with a number of Governments, including the Government of Egypt, and in response to their concerns, intends to broaden and intensify, in the context of his missions and in bilateral or multilateral meetings, his consultations with States on the Guiding Principles and how best to apply them in support of internally displaced populations.

B. Promotion, dissemination and application of the Guiding Principles

18. Significant efforts to promote, disseminate and apply the Principles are being undertaken at the national, regional and international levels by Governments, non-governmental organizations and intergovernmental organizations.

National level

19. A number of significant developments have taken place at the national level as concerns the promotion and application of the Principles since the Representative last reported to the General Assembly. In Colombia, for example, the Constitutional Court has delivered two judgements which cite the Guiding Principles in support of actions in favour of the internally displaced. In one of those judgements, the Court, while noting that the Guiding Principles do not

constitute an international treaty, stated that they clarify the gaps and grey areas in existing international law and have been widely accepted by international human rights organizations and should, therefore, be used as the parameters for the creation of rules and for the interpretation of Law 387 of 1997 regarding forced displacement. In addition, the Office of the President of Colombia cites the Principles as the inspiration for its integrated policy for internally displaced persons. The Ombudsman's Office included the Principles in its public awareness campaign about internal displacement, and the Red de Solidaridad Social, the government agency focusing on internal displacement, included the Principles in its book, *Attention to the Population Displaced by the Armed Conflict*. Furthermore, the Colombian Ministry of Health and the Pan American Health Organization (PAHO) have translated *Handbook for Applying the Guiding Principles* into Spanish so as to promote its use in Colombia and other countries in the Americas.

20. In another example, in Angola, the Guiding Principles became the basis for minimum standards for the resettlement of internally displaced persons, developed by the Government in cooperation with United Nations agencies. In October 2000 the standards were adopted in a decree of the Council of Ministers, signed by President Dos Santos, as norms on the resettlement of internally displaced persons, a preambular paragraph of which states that the Guiding Principles establish general principles governing the treatment of internally displaced persons.

21. Following a mission by the Senior Inter-Agency Network on Internal Displacement (see paras. 48-50 below), the Government of Burundi, in collaboration with the United Nations country team, in February 2001 established a permanent framework for the protection of internally displaced persons. The framework comprises two bodies — the Committee for the Protection of Displaced Persons, and the Technical Group for Follow-Up — whose monitoring and remedial actions in support of the displaced are to be undertaken within the framework provided by the Guiding Principles.

22. The Government of Armenia has translated the Guiding Principles into Armenian, published them in booklet form and disseminated them to all relevant ministries, and non-governmental organizations and educational institutions.

23. A number of Governments continue to request or participate in training and other seminars on the Guiding Principles. The Representative's previous report to the General Assembly referred to such seminars in Uganda and Colombia. In May 2000, representatives of the Governments of Armenia, Azerbaijan and Georgia participated in a regional workshop on internal displacement in the south Caucasus, convened by the Organization for Security and Cooperation in Europe (OSCE) and other organizations. In Angola, in 2000, government officials and military officers participated in training workshops on the Guiding Principles organized by the Norwegian Refugee Council (NRC) and UNHCR. In 2001, a training workshop was organized in Colombia in collaboration with the national and regional human rights ombudsman's office and NRC and involved the participation of 45 recently elected municipal human rights ombudsmen.

24. Other national-level workshops on the Guiding Principles are planned. For example, a seminar on internal displacement is planned to be held in Indonesia in June 2001. The seminar is being co-sponsored by the Office for the Coordination of Humanitarian Affairs of the United Nations Secretariat, UNHCR, UNDP and the Brookings Institution/City University of New York (CUNY) Project on Internal Displacement.

25. Another initiative at the national level is the promotion of the Guiding Principles through national human rights institutions. At a regional conference on internal displacement in Asia (Bangkok, February 2000) it was proposed that national human rights institutions focus on the rights of the internally displaced, press for the observance of the Guiding Principles and promote specific steps to protect internally displaced persons. In August 2000, the Asia/Pacific Forum for National Human Rights Institutions expressed support for a greater role for those bodies with the internally displaced.

26. For non-governmental organizations at the national level, the Guiding Principles have become an important vehicle for bringing about improved treatment for internally displaced persons, and they are actively using them in countries throughout the world to monitor and assess the needs of the internally displaced and advocate on their behalf. In Colombia, for example, national non-governmental organizations have widely disseminated the Guiding Principles, employ them as a benchmark against which to monitor

and evaluate national policies and legislation, and use them to promote and strengthen dialogue with the Government on the rights of internally displaced persons. National lawyers' organizations in Armenia, Azerbaijan and Georgia, with the support of the Office for Democratic Institutions and Human Rights of OSCE and the Brookings/CUNY Project, are in the process of reviewing national legislation and administrative procedures in terms of the Guiding Principles. In Sri Lanka, the non-governmental Consortium of Humanitarian Agencies in 2001 published a "toolkit" to promote the dissemination and application of the Principles among government officials, non-State actors, international and national non-governmental organizations and international agencies working with the displaced in that country.

27. To assist in the promotion, dissemination and application of the Guiding Principles at the national level, the Principles are being translated into an ever-increasing number of languages. The translations are being posted on the web site of OHCHR. Such efforts to translate and publish the Principles have been undertaken at the initiative of a variety of actors, Governments, the United Nations and its agencies, and international and local non-governmental organizations, often working in partnership. Support for additional efforts may be available from OHCHR in the framework of technical cooperation projects. OHCHR has also included in its annual appeal for 2001 the translation and publication of the Guiding Principles into the local languages of a number of countries with problems of internal displacement.

Regional level

28. Regional organizations also continue to devote attention to the promotion and application of the Principles. In resolutions 54/167 and 2001/54, the General Assembly and the Commission, respectively, noted with appreciation that regional organizations are making use of the Guiding Principles in their work and encouraged their further dissemination and application. In particular, the Commission welcomed initiatives undertaken by the Organization of African Unity (OAU), the Organization of American States (OAS) and OSCE.

29. OAU, it will be recalled, took note of the Guiding Principles with interest and appreciation and in 1998 co-sponsored a seminar on their use in Africa. The organization participated in the International Colloquy on the Guiding Principles on Internal Displacement (see paras. 43-44), during which consideration was given to OAU efforts to disseminate and apply the Principles and to possibilities for future action, including playing a more active role in monitoring situations of internal displacement and in influencing Governments to address the problem. The African Commission on Human and Peoples' Rights also participated in the Colloquy. Its representative suggested that the Commission possessed significant potential for integrating the issue of internal displacement and the Principles systematically into its work — for example, in the context of its fact-finding missions and in its general advocacy work and dialogue with Governments.

30. At the subregional level, in April 2001, Ministers of the Economic Community of West African States (ECOWAS) adopted a declaration at the Conference on War-affected Children in West Africa, held in Ghana and co-hosted by the Governments of Ghana and Canada, which welcomed the Guiding Principles and called for their application by ECOWAS member States. An ECOWAS representative also participated in the International Colloquy on the Guiding Principles and expressed that organization's interest in further promoting the Principles.

31. The South African Development Community (SADC) scheduled, in June 2001, a seminar on forced displacement, together with UNHCR-Pretoria, the Representative of the Secretary-General and the Brookings/CUNY Project. However, for practical reasons, it decided to postpone the seminar. Consultations are under way with the UNHCR regional office, and it is the hope of the Representative that the seminar will be rescheduled next year.

32. In the Americas, the Inter-American Commission on Human Rights of OAS and its rapporteur on internally displaced persons have regularly been applying the Principles in their work and monitoring conditions in different countries in terms of the Principles. Their activities in that regard were outlined at the International Colloquy, in which a representative of the Commission participated and from which suggestions emerged for future action on its part.

33. OSCE and its Office for Democratic Institutions and Human Rights (ODIHR) have begun to focus increasingly on the application of the Principles. In September 2000, ODIHR, in conjunction with the

Government of Austria, convened the Supplementary Human Dimension Meeting: Migration and Internal Displacement, at which the Representative gave a keynote address. A principal goal of the Meeting was to elaborate ways in which OSCE institutions, field operations and participating States could enhance their response to internal displacement, in particular through the practical application of the Guiding Principles. Among its recommendations, the Meeting called for the integration of internal displacement into the activities of OSCE, using the Principles as a framework. It also recommended that heads of field missions evaluate their operational activities according to the Principles, and that the Principles also be used to monitor and review new and protracted situations of displacement.[6]

34. The Council of Europe has become increasingly engaged with the internal displacement issue, in particular through the activities of the Parliamentary Assembly and its Committee on Migration, Refugees and Demography, which have sought to address situations of internal displacement by, for example, undertaking fact-finding missions to displacement-affected countries and recommending respect for the Guiding Principles.[7] The Committee invited the Representative to speak on the Principles at its meeting in October in Paris; a statement was delivered on his behalf. In September 2001, the Committee and the Representative will co-host a seminar in Geneva on internal displacement in Europe and the application of the Guiding Principles.

35. The Commonwealth, which also participated in the Colloquy, has in the past expressed its support for the efforts of the Representative to develop a normative framework for the internally displaced. A number of suggestions were made at the Colloquy on how the organization could enhance its activities in regard to internal displacement and the Guiding Principles — for example, through workshops and conferences.

36. The Commission has expressed its appreciation for efforts to disseminate and promote the Principles at regional and other seminars. It encouraged the Representative to continue to initiate or support such seminars in consultation with regional, intergovernmental and non-governmental organizations and other relevant institutions (resolution 2001/54).

37. In February 2000, a regional conference on internal displacement in Asia was convened in Bangkok at the invitation of the Representative, hosted by Forum Asia and the University of Chulalongkorn and sponsored by UNHCR, the Brookings/CUNY Project, NRC and the United States Committee for Refugees. Participants came from 16 Asian and other countries and included representatives of national human rights commissions, academic and research institutions, local, regional and international non-governmental organizations, the media and international organizations. The goals of the conference included promoting the dissemination and application in Asia of the Guiding Principles and sharing information on the problem of internal displacement within the Asian region with a view to identifying effective practices for addressing it. Participants welcomed the Principles, noted the positive contribution they could make in promoting protection and assistance, and urged their observance by all relevant actors. The conference proceedings have been published by UNHCR in a special issue of *Refugee Survey Quarterly*, devoted to internal displacement in Asia.[8]

38. In May 2000, a regional workshop on internal displacement in the South Caucasus was convened in Tbilisi, Georgia, co-sponsored by OSCE/ODIHR, the Brookings/CUNY Project and NRC.[9] Attended by representatives of the Governments of Armenia, Azerbaijan and Georgia, the Representative of the Secretary-General, representatives of international organizations and national non-governmental organizations, and international experts, the workshop used the Guiding Principles as a basis for discussing strategies for addressing internal displacement in the region. Participants welcomed the Principles as a useful restatement of international law pertaining to the internally displaced as well as an instrument providing clear guidance in cases where existing international law contains grey areas.

39. From 31 May to 4 June 2001, the Brookings/CUNY Project, in collaboration with the Centre for Refugees and Forced Migration Studies of Skopje, Macedonia, organized a lecture series entitled "Exodus Within Borders: The Global Crisis of Internal Displacement". The lectures, which were given by experts from academic and research institutions, international organizations and non-governmental organizations, were held in Macedonia, Albania and Bulgaria and sought to raise visibility to the worldwide problem of internal displacement and focus attention

on the Balkans region. Particular attention was paid to the Guiding Principles. Audiences included government officials, international organizations, regional organizations, international, regional and national military and police, non-governmental organizations, academics, experts and students. TV, radio and newspapers featured the series. The Macedonian portion was co-sponsored by the Institute for Sociological, Political and Juridical Research of St. Cyril and Methodius University of Skopje, UNHCR-Skopje and the Open Society Institute. The Bulgarian portion was co-sponsored by UNHCR-Sofia, the Bulgarian Red Cross, the Refugee Agency and the Bulgarian Helsinki Committee; and the Albanian portion was sponsored by the Centre for Refugee and Migration Studies in Tirana.

International level

40. The Commission on Human Rights has consistently emphasized the importance of integrating the internal displacement issue into the activities of its special procedures (country and thematic rapporteurs) and the human rights treaty bodies. A number of the Commission's special procedures, as a result, have already begun to refer to the Guiding Principles in their reports and statements and also in the context of urgent appeals. The human rights treaty bodies, for their part, have become increasingly seized of both the internal displacement issue and the Guiding Principles.

41. OHCHR continues to be engaged in the promotion, dissemination and application of the Principles. The High Commissioner uses the Principles in her advocacy efforts in regard to specific country situations and has also referred to them in relation to specific thematic concerns regarding the internally displaced. In addition, the Principles have been disseminated to and are beginning to be applied by United Nations human rights field presences, almost all of which are in countries affected by internal displacement.

42. The Senior Inter-Agency Network on Internal Displacement (see paras. 48-50), chaired by the Office for the Coordination of Humanitarian Affairs, made the Guiding Principles the framework for its activities and missions to different countries.

C. Future steps in promoting the implementation of the Guiding Principles

43. Additional initiatives to promote the use of the Principles were discussed at the International Colloquy on the Guiding Principles on Internal Displacement, jointly convened by the Representative and the Government of Austria (Vienna, September 2000), and organized by the Brookings/CUNY Project. The principal objectives of the Colloquy were to review and evaluate how the Principles had been received at the international, regional and national levels and to explore how best to further promote their implementation. The 50 participants came from different geographical regions and represented a broad cross-section of international, regional and subregional organizations, national human rights commissions, local and international non-governmental organizations, and research and academic institutions.

44. A major focus of the Colloquy was to promote the integration of the Principles into the work of existing actors, in particular the United Nations human rights system, the international humanitarian and development organizations within IASC, regional organizations and non-governmental organizations. The Colloquy's plan of action can be found at www.brook.edu/fp/projects/idp/conferences/vienna200009/summary.htm.

45. To conclude, the Guiding Principles have clearly come to constitute an important advocacy tool for international organizations, regional bodies and non-governmental organizations in their work on behalf of the displaced. Governments also are finding the Guiding Principles a useful guide for the development of laws and policies on internal displacement. Consistent with the central role of dialogue in the implementation of the mandate, the Representative intends to broaden ongoing consultations with States in order to explore their concerns and how best to apply the Principles in accordance with the sovereign wishes of States.

III. Towards an effective institutional framework

46. Making suggestions and recommendations on the institutional aspects of the international response for

providing protection and assistance to internally displaced persons has been a key component of the work of the mandate since its inception and one on which the Representative has reported regularly. Among the various options originally presented by the Representative were the creation of a special agency for the internally displaced, the designation of an existing agency to assume full responsibility for the internally displaced, and collaboration among the various relevant agencies.

47. The last option has become the preferred one for the international community, although it has not always proven adequate, especially in the area of protection of physical safety and human rights. Although important steps towards remedying this state of affairs were taken in accordance with the Secretary-General's 1997 programme for reform — in particular, assigning to the Emergency Relief Coordinator responsibility for ensuring that the protection and assistance needs of internally displaced persons are more effectively addressed within the inter-agency framework — the response to specific situations of internal displacement remains ad hoc and still largely focused on assistance.

48. In the light of these serious shortcomings, the suggestion of designating one agency to assume responsibility for the internally displaced resurfaced in 2000. The response of IASC was to reaffirm the collaborative approach as the preferred option but to acknowledge that it needed to be improved in order to respond effectively to the protection and assistance needs of the internally displaced. IASC recognized the importance of clarifying responsibilities, formulating comprehensive strategies for each country situation, and building capacity, especially in protection. Therefore, the Senior Inter-Agency Network on Internal Displacement was established in September 2000. IASC also put into place a mechanism for reviewing the realization of an effective and comprehensive response to internal displacement at the field level.

49. The Network is to undertake reviews of selected countries with internally displaced populations and make proposals for an improved inter-agency response to their needs. The country reviews are also to provide the basis for longer-term recommendations to strengthen future response. The Guiding Principles are the frame of reference for the review process.

50. Headed by a special coordinator, the Network comprises senior focal points from participating member agencies and standing members of IASC. Its terms of reference accord a special role to the Representative in view of his global advocacy function and expertise, and the special coordinator is to seek his advice with regard to all activities and to liaise closely with him. The office of the Representative is thus an active member of the Network.

A. Clarifying responsibilities

51. The need to clarify responsibilities for the internally displaced was acknowledged and addressed by the preparation (with the active involvement of the office of the Representative) and adoption by IASC principals in April 2000 of the document "Supplementary guidance to humanitarian/resident coordinators on their responsibilities in relation to internally displaced persons".

52. The document consolidates earlier policy guidelines, recalling the different levels of international responsibility for internally displaced persons. In particular, it restates the responsibility of the humanitarian/resident coordinator or the country director of the lead agency (if designated) for the strategic coordination of the United Nations response to the needs of internally displaced persons. The humanitarian/resident coordinator or country director is to recommend to the Emergency Relief Coordinator, in consultation with the United Nations country team and other relevant partners, an allocation of responsibilities for the protection and assistance to internally displaced persons and for ensuring that gaps in the response to their needs are systematically addressed.

53. In addition, the humanitarian/resident coordinators or country directors are given responsibilities in the area of advocacy, in particular to engage in dialogue with national and local authorities to impress upon them their primary responsibility for protecting and assisting internally displaced persons. Furthermore, in support of the Representative's advocacy role, the humanitarian/resident coordinators or country directors are expected to advise on possibilities for the Representative to engage in dialogue with the authorities and with the international community in support of protecting and assisting internally displaced persons.

54. The main value of the supplementary guidance document lies in recalling and highlighting long-standing responsibilities and in placing emphasis on accountability for their effective fulfilment. Accordingly, implementation of the guidance, in particular with regard to protection, will need to be closely monitored.

B. Ensuring a comprehensive response

55. In discharging his or her responsibilities on internal displacement, the humanitarian/resident coordinator or the country director is responsible for overseeing the development of a comprehensive plan for responding to the assistance and protection needs of internally displaced persons. The plan is to take into account the role of the Government and the local authorities. It is also to reflect the protection role and mandate of organizations with special expertise in protection. Moreover, it is to address the specific needs of vulnerable groups within the internally displaced population, such as women heads-of-household, children, the elderly and the disabled.

56. The plan is to be reflected in the consolidated appeal and its common humanitarian action plan. The consolidated appeal process (CAP) is the mechanism through which the United Nations and its humanitarian partners work together to develop, carry out and, as warranted, revise a plan for addressing humanitarian crises in particular countries. The CAP is an important tool for more effectively responding to the needs of internally displaced populations in complex humanitarian emergencies. Indeed, persons displaced by conflict constitute the overwhelming majority — 90 per cent — of the populations covered by CAP. IASC, in its policy paper on the protection of internally displaced persons, has stressed the importance of ensuring that the needs of the internally displaced, particularly in terms of protection, are systematically taken into account in resource mobilization.

57. To assist IASC in that task, last year the Representative commissioned, with the support of UNICEF and the Brookings/CUNY Project, a study on the extent to which consolidated appeals for the year 2000 supported internally displaced populations.[10] The study found that most of the appeals acknowledged the special vulnerabilities and needs of the internally displaced. However, it also found that there remains considerable scope in appeal documents to enhance the analysis and response to internal displacement, particularly with regard to protection, and made a series of recommendations to that end. The IASC Working Group welcomed the report and urged that its recommendations be made immediately available to country offices engaged in preparing appeals for 2001. A preliminary analysis of the 2001 appeal documents points to measurable progress made in the attention given to internal displacement.

58. However, it is also important to note that internal displacement does not only take place in "complex emergencies", which are covered by the CAP. It also occurs in situations that are not recognized as "complex emergencies" by the international community or where access is barred to international agencies. Furthermore, protracted situations of internal displacement may persist long after the emergency phase of a humanitarian situation is over. Attention and resources must be devoted to addressing the protection and assistance needs of the internally displaced in all of these situations as well.

C. Protection: from policy to practice

59. It is now widely recognized that protection, together with assistance and solutions, is essential to an effective response to humanitarian crises. Even so, protection remains an ill-addressed component of a comprehensive response to internal displacement. Part of the problem, the Representative had been told, was a lack of conceptual clarity as to the meaning of "protection". Accordingly, the Representative, together with the High Commissioner for Human Rights and the Emergency Relief Coordinator, set out to clarify the meaning of "protection" for the internally displaced. A joint paper prepared by their offices and presented to the IASC Working Group subsequently became the basis for an IASC-wide policy paper on the issue, adopted by IASC in December 1999.

60. The policy paper constitutes a core document for IASC in its response to internal displacement and an important basis for strategy development. The challenge, however, is now one of giving practical effect to the various strategic types of protection activity that the paper outlines. The country reviews being undertaken by the Senior Inter-Agency Network on Internal Displacement should make a valuable contribution in that regard.

61. The process of country reviews began with inter-agency missions to Ethiopia and Eritrea in October 2000 and to Burundi in December. During 2001, the Network undertook a mission to Angola, in which the office of the Representative participated, and one to Afghanistan, and plans to visit Indonesia and Colombia.

62. In April 2001, on the basis of the findings of these missions and following consultations among members and standing members of IASC, the special coordinator presented his interim report to the Emergency Relief Coordinator which outlined proposals for a strengthened inter-agency response in the field and for strengthened support capacity at headquarters level. Specifically, it proposes the establishment within the Office for the Coordination of Humanitarian Affairs of a unit for coordinating activities regarding internally displaced persons. The unit is to undertake systematic reviews of selected countries to assess international efforts to meet the assistance and protection needs of internally displaced persons and to make recommendations for improved response. The unit will also support the global advocacy efforts of the Representative. In May 2001, the Network's proposals were approved by the Secretary-General, and it is expected that the unit will be established by the end of 2001.

D. Complementarity between the mandate and the Network

63. The Representative and the Network have developed a collaborative and complementary relationship which serves to reinforce their respective efforts in seeking better to address the needs of internally displaced persons. The value of this complementarity lies in the distinctive characteristics which each brings to the international response to internal displacement.

64. The mandate of the Representative, it will be recalled, initially established by the Commission on Human Rights in 1992, was to study the causes and consequences of internal displacement, both generically and specifically in affected countries. It has evolved, at the request of the Commission and the General Assembly, into four main areas of work:

(a) Developing a normative framework for the internally displaced and promoting the dissemination and application of the Guiding Principles;

(b) Evaluating international and regional institutional arrangements for the internally displaced;

(c) Undertaking country missions to evaluate conditions on the ground and dialogue with Governments and other actors;

(d) Under the auspices of independent research institutions, carrying out research into various aspects of the problem of internal displacement, including acting as a "research arm" for the United Nations system.

The Representative reports regularly on his activities to the Commission and the General Assembly, as well as to the Secretary-General. Moreover, he does so as an independent expert outside the United Nations Secretariat. He thus exhibits a degree of flexibility in his analyses which facilitates his role as a catalytic advocate for internally displaced persons. In 2001, the Commission extended his mandate for another three years.

65. The Network, by contrast, and, in due course, the proposed unit in the Office for the Coordination of Humanitarian Affairs are intended to reinforce the role of the Emergency Relief Coordinator in ensuring that United Nations agencies, in cooperation with Governments, better coordinate and improve the delivery of assistance and protection to internally displaced populations worldwide. While not operational in itself, the unit would focus on the operational performance of agencies on the ground, examining the efficiency of the international response — in particular, issues of coordination — and reporting thereon to IASC. The unit would support the Representative's advocacy efforts, in particular with regard to the Guiding Principles, the Network's overarching framework.

66. Some degree of overlap between the work of the Representative and that of the Network (and unit) is inevitable and even desirable. What is important is that the two work together in a complementary and mutually reinforcing manner.

67. This has definitely been the case with country missions. The Representative and the Network have coordinated the selection and sequencing of the countries to be visited, at the same time recognizing

that the focus of their reports and the objectives of their missions may be different. Indeed, the Representative and the Network have made use of each other's reports and follow up on their findings and recommendations. This was the case in Angola when the Network's mission of March 2001 followed the Representative's there in November 2000 and built upon his findings and in particular helped see implemented the recommendation for a protection mechanism. In other instances, the Representative may gain access to countries to which the Network may not, and vice versa, so that one may reinforce the work of the other. Furthermore, when agencies find it useful, they may call upon the Representative to visit a particular country, as when IASC requested the Representative to visit Burundi in February 2000 to reinforce its message on *regroupement*. Operational agencies on the ground often find the intervention of an ombudsman-like figure from outside the country team to be an effective way of articulating the international community's concerns to a Government.

68. For many years, the Representative called for better coordination of United Nations action for internally displaced persons. He therefore welcomes the efforts of the Network to improve coordination — in particular, to try to remedy gaps in the delivery of protection and assistance by international agencies. In response to the invitation of the special coordinator, the Representative is considering the appointment of a liaison with his mandate within the proposed unit in the Office for the Coordination of Humanitarian Affairs, which would serve further to enhance cooperation between the unit and the Representative.

IV. Country missions

69. Country missions continue to constitute a key component of the work of the Representative. Undertaking such missions provides an opportunity to study the situation of the internally displaced, to assess the effectiveness of national and international responses in addressing their protection, assistance and development needs and, most importantly, to engage in solutions-oriented dialogue with the authorities and other actors. The missions also provide an opportunity for the Representative to discuss the Guiding Principles with Governments, intergovernmental organizations and non-governmental organizations, something which both the Commission on Human Rights and the General Assembly have welcomed and encouraged.

70. The Representative has undertaken 19 country visits, to Angola, Armenia, Azerbaijan, Burundi (twice), Colombia (twice), East Timor, El Salvador, Georgia, Mozambique, Peru, Rwanda, the Russian Federation, Somalia, Sri Lanka, Sudan, Tajikistan and the former Yugoslavia.

71. Since his last report to the General Assembly, the Representative has undertaken five country missions to Burundi, East Timor, Georgia, Armenia and Angola (with the support of the Government of Japan through the Human Security Fund), detailed reports on which were submitted to the Commission on Human Rights at its fifty-sixth and fifty-seventh sessions. It is to be hoped that the recommendations emanating from those five missions will be given due regard by the Governments concerned and by the international community and will be implemented. Reports indicate that some of the recommendations have indeed been acted upon. The Commission has stressed the importance of appropriate follow-up to the recommendations by Governments and by the relevant parts of the United Nations system in IASC, including response at the country level. The resident/humanitarian coordinators have a particular responsibility for ensuring that the recommendations are duly considered by the country team and for providing updated information on their implementation. The Representative, for his part, plans to undertake in the next phase of his mandate a systematic review of the recommendations of all his country missions and will report to the Commission thereon.

72. In May 2001 the Representative was due to take a mission to Sudan, which is the country with, by far, the greatest number of internally displaced persons (over 4 million). Furthermore, the mission was to be combined with a workshop on internal displacement, to be held in Khartoum, which was agreed to by the Government and was to be co-sponsored by UNDP and the Brookings/CUNY Project. A similar workshop was to be held in southern Sudan, in Rumbek, also in collaboration with UNDP. Regrettably, at the last moment certain elements in the Government decided against the mission and workshops, for reasons that were not given. However, the Representative is welcome to visit the country in order to discuss the situation, with a view to agreeing on alternative

arrangements. The Representative is in contact with the Government on the matter and hopes that it will be resolved shortly, so that the mission and the workshops can go forward, as originally agreed.

73. Looking ahead, plans are under way for a number of country visits in the latter half of 2001. The Representative was to undertake a mission to Indonesia at the end of June 2001, to be combined with a seminar on internal displacement and a visit to the Philippines. Both missions, however, had to be postponed for compelling reasons, although the seminar in Indonesia is to be held as planned. The Representative has also accepted an invitation from the Government of Turkey to undertake a mission there later in the year.

74. In addition, over the past year the Representative has engaged in dialogue with the authorities of the Russian Federation and Mexico on the possibility of undertaking missions to those countries and hopes that positive replies will be forthcoming. In the case of the Russian Federation, the Representative requested a second mission — specifically to Chechnya — and began a dialogue with the authorities on the issue. Subsequently, the Commission adopted resolutions at its fifty-sixth and fifty-seventh sessions calling on a number of its special procedures, including the Representative, to undertake missions to Chechnya. The Commission, at its special session on the situation in the Middle East, also called upon a number of its special procedures, including the Representative, to undertake missions to the Occupied Territories. The Representative, however, has been denied entry by the Government of Israel.

V. New issues for research

75. Although the major task of studying the global crisis of internal displacement and existing legal and institutional frameworks for addressing it is largely complete, there remain issues on which additional research and consideration are required. The Representative was recently asked by the Office for the Coordination of Humanitarian Affairs to explore the question of when internal displacement ends. The Representative plans to call together experts and others to examine the matter. A number of additional issues were referred to in the Representative's last report to the General Assembly, in particular, the problem of how to address the protection and assistance needs of the large proportion of internally displaced persons who live in areas not under government control and who are subject to the actions of armed groups or non-State actors; and the issue of donor policies towards internal displacement, in particular, the nature of specific activities that they fund, through bilateral and multilateral assistance.[11]

76. Plans are under way to carry out research in a number of other areas. Given that the primary responsibility for meeting the protection and assistance needs of the internally displaced rests with the national authorities of the State concerned, the Brookings/CUNY Project intends to carry out a comparative analysis of national responses to situations of internal displacement with a view to promoting more effective policies and programmes at the national level and simultaneously helping to guide the most appropriate international response.

77. A review is also planned of the activities of regional organizations in regard to internally displaced persons with a view to identifying the most effective roles for those organizations in addressing situations of internal displacement.

78. Research into the role of peacekeeping forces vis-à-vis internally displaced populations is also planned. Specifically, the Brookings/CUNY Project will seek to determine the ways in which peacekeeping forces can better support the assistance and protection needs of internally displaced persons in those locations where they are deployed. The Brookings/CUNY Project also plans to concentrate in the coming months on the development of a more comprehensive protection regime for refugees and internally displaced persons. There is fear in refugee circles that extending protection to the internally displaced will prevent persons fleeing the country and undermine their right to asylum, the keystone of refugee protection. The Project plans to undertake research into the tensions that sometimes exist between refugees and internally displaced persons and to develop policy responses that might better integrate the protection concerns of both groups into a comprehensive regime.

VI. Conclusion

79. In his first report to the General Assembly, at its forty-eighth session in 1993, the Representative observed that, given the acuteness of the crisis of internal displacement and the urgent need for remedies,

it was to be hoped that the international community would soon see fit to develop appropriate normative principles and institutional arrangements for an effective response to the serious problem confronting the rapidly increasing numbers of internally displaced persons worldwide.

80. Eight years later, it is encouraging to note developments in both respects. A normative framework has been established in the form of the Guiding Principles on Internal Displacement, and important and often quite innovative efforts are being pursued by an increasing number of States and intergovernmental, regional and non-governmental organizations to promote, disseminate and apply the Principles. As concerns institutional arrangements, in the past months progress has been made towards a better coordinated international response.

81. At the same time, it would be tragically ironic if the international community were to view these developments, encouraging though they are, as grounds for complacency. On the contrary, the crisis of internal displacement is as acute now as it was eight years ago. Moreover, as an understanding of the issues has increased and deepened, so has the challenge of responding.

Notes

[1] See E/CN.4/2000/83 and E/CN.4/2001/5.

[2] A/54/409, para. 20.

[3] S/PV.4046 and resumption 1 and Corr.1 and 2 and resumption 2.

[4] S/PV.4130 and resumption 1.

[5] A/55/82-E/2000/61, para. 131.

[6] See OSCE, "Report of the Supplementary Human Dimension Meeting: Migration and Internal Displacement, Vienna, 25 September 2000".

[7] See "Report of the Committee on Migration, Refugees and Demography of the Parliamentary Assembly of the Council of Europe concerning the conflict in Chechnya" (document 8632, of 25 January 2000).

[8] *Refugee Survey Quarterly*, vol. 19, No. 2 (2000).

[9] See E/CN.4/2001/5/Add.2.

[10] Jim Kunder, *The Consolidated Appeals and Internally Displaced Persons: The Degree to Which UN Consolidated Inter-Agency Appeals for the Year 2000 Support Internally Displaced Populations* (UNICEF and the Brookings Institution Project on Internal Displacement, August 2000).

[11] See A/54/409, paras. 99-100.

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Human rights questions, including alternative approaches for improving the effective enjoyment of human rights and fundamental freedoms

Internally displaced persons

Note by the Secretary-General

The Secretary-General has the honour to transmit to the members of the General Assembly the report prepared by the Representative of the Secretary-General on internally displaced persons, Mr. Francis Deng, in accordance with General Assembly resolution 54/167 of 11 November 1999 and Commission on Human Rights resolution 2001/54 of 24 April 2001.

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Executive summary

In 1992, in response to growing international concern about the large number of internally displaced persons throughout the world and their need for assistance and protection, the Commission on Human Rights requested the United Nations Secretary-General to appoint a representative on internally displaced persons (Commission resolution 1992/73). Francis M. Deng (Sudan) was appointed to the position and, as with other special procedures of the Commission, serves in that capacity on a voluntary and part-time basis.

The Representative was requested to prepare a comprehensive study identifying existing laws and mechanisms for the protection of internally displaced persons, additional measures to strengthen implementation of those laws, and alternatives for addressing protection needs not adequately covered by existing instruments. The mandate of the Representative has since been renewed by the Commission four times (in resolutions 1993/95, 1995/57, 1998/50 and 2001/54). The Representative was requested to continue his analysis of the causes of internal displacement, the needs of those displaced, measures of prevention and ways to strengthen protection, assistance and solutions for the internally displaced, and to do so through dialogue with Governments and intergovernmental, regional and non-governmental organizations, and by taking into account specific situations.

The present report provides an overview of developments in the work of the Representative since his report to the General Assembly at its fifty-fourth session (A/54/409), focusing on the various areas of work of the mandate, specifically: a normative framework, in particular the promotion of the Guiding Principles on Internal Displacement; efforts to establish an effective institutional framework; country missions; and new issues for research.

Report of the Representative of the Secretary-General on internally displaced persons

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I. Introduction

1. Eight years after the General Assembly first considered the problem, the international community continues to seek ways and means to respond effectively and comprehensively to the global problem of internal displacement. To be sure, some positive steps have been taken during this period. In particular, international visibility has been raised so that the needs of internally displaced persons are universally acknowledged and understood. In addition, a normative framework has been developed for meeting the protection and assistance needs of the internally displaced, as manifested in the Guiding Principles on Internal Displacement, which provide useful guidance to Governments and other relevant actors. Furthermore, increased focus in the past 18 months on the need for more effective international institutional arrangements for responding to crises of internal displacement has resulted in encouraging moves towards a more coordinated response on the part of the United Nations.

2. Such developments notwithstanding, the global crisis of internal displacement remains acute, affecting some 20-25 million persons in at least 40 countries worldwide, uprooting them from their homes, exposing them to physical and psychological dangers, and depriving them of basic needs. Consequently, the need to translate normative and institutional responses into effective field-based strategies for responding to the protection and assistance needs of internally displaced persons remains pressing.

3. The present report highlights the main developments since the Representative's report to the fifty-fourth session of the General Assembly (A/54/409) in the four key areas of his mandate: a normative framework on internal displacement; an institutional framework; a country focus; and a research agenda.

II. A normative framework on internal displacement

4. As detailed in the previous reports to the Commission on Human Rights and the General Assembly, a major focus of the Representative's mandate from the outset has been the development of a normative framework for addressing the protection and assistance needs of the internally displaced. The most significant development in this regard was the preparation, at the request of the Commission on Human Rights and the General Assembly, of the Guiding Principles on Internal Displacement (E/CN.4/1998/53/Add.2). Based on the two-part compilation and analysis of legal norms (E/CN.4/1996/52/Add.2 and E/CN.4/1998/53/Add.1), the Guiding Principles were developed over a period of several years, consolidated into one document, and finalized at an expert consultation hosted by the Government of Austria in January 1998. The process was broad-based and brought together legal experts from all parts of the world, including representatives of international organizations, regional intergovernmental bodies, non-governmental organizations, and research and academic institutions.

5. Reflecting and consistent with international human rights and humanitarian law, and with refugee law by analogy, the Principles set forth the rights and guarantees involved in all phases of displacement, providing protection against arbitrary displacement and protection and assistance during displacement and during return or resettlement and reintegration. They provide guidance to all relevant actors: the Representative in carrying out his mandate; States when faced with the phenomenon of internal displacement; all other authorities, groups and persons in their relations with internally displaced persons; and intergovernmental and non-governmental organizations.

6. The Guiding Principles were presented to the Commission on Human Rights at its fifty-fourth session in 1998. In resolution 1998/50, the Commission noted the progress made by the Representative in developing a legal framework, took note of the Guiding Principles and of the stated intention of the Representative to make use of them in his dialogue with Governments and intergovernmental and non-governmental organizations, and requested him to report on his efforts in that regard and the views expressed to him.

7. In subsequent resolutions, the Commission and the General Assembly (resolution 54/167) welcomed the fact that the Representative had made use of the Guiding Principles in his dialogue with Governments and intergovernmental and non-governmental organizations and requested him to continue his efforts in that regard. Moreover, at its most recent session, the Commission on Human Rights, in resolution 2001/54, noted with appreciation that an increasing number of

States, United Nations agencies, and regional and non-governmental organizations were making use of the Principles, and encouraged their further dissemination and application.

8. The Representative reported at the Assembly's fifty-fourth session on views expressed on the Guiding Principles by Governments and intergovernmental and non-governmental organizations and on the efforts taken by them to promote, disseminate and apply the Guiding Principles. Information on these efforts and subsequent developments is provided below.

A. Recent responses to the Guiding Principles at the United Nations

9. At the sessions of the Commission on Human Rights since 1998, a number of States have spoken positively of the contribution of the Guiding Principles to helping concerned actors to meet the protection and assistance needs of internally displaced persons.[1] Most recently, at the Commission's fifty-seventh session, the representative of Georgia stated that the Principles were a useful instrument for protecting the rights of internally displaced persons and that his Government was taking steps to bring certain national legislative provisions into line with the standards contained in the Principles. At the Commission, at an open meeting on using the Guiding Principles, representatives of Angola and Burundi also explained how their Governments were using the Principles as a basis for domestic law and policy. The representative of Switzerland noted that the Guiding Principles were extremely relevant and important in responding to internal displacement. The representative of Austria stated that the Principles constituted an important tool for Governments, international, regional and non-governmental organizations, and other actors when faced with situations of internal displacement. The Government of Austria was encouraged to see the United Nations system and an increasing number of States applying the Principles on the ground and noted that the Principles had gained broad international recognition. Recalling its comments from the Commission's previous session, the representative of India, while noting that the Guiding Principles were not legally binding, also recognized that they could serve as useful guidelines for States when required. India did not, however, consider development-induced displacement, cited in the Principles, as falling within the international domain.

10. At the Security Council, as noted in the Representative's previous report to the General Assembly, a number of speakers underscored the importance of a normative framework for addressing the plight of the internally displaced during discussions on the protection of civilians in armed conflict.[2] Similar views were expressed during the Council's further consideration of this issue in September 1999[3] and April 2000.[4] In his report to the Council (S/1999/957), the Secretary-General noted that, in the absence of a specific international legal framework spelling out the rights and freedoms of internally displaced persons, the Representative had compiled the Guiding Principles based on existing international humanitarian and human rights law. The Secretary-General recommended that, in situations of mass displacement, the Security Council encourage States to follow the legal guidance provided by the Guiding Principles.

11. During the Security Council's "Month of Africa" in January 2000 and its consideration of the item on humanitarian assistance to refugees in Africa, the Council issued a presidential statement noting that United Nations agencies and regional and non-governmental organizations, in cooperation with host countries, are making use of the Guiding Principles, inter alia, in Africa (S/PRST/2000/1). During the debate on this item, a number of delegations spoke on the internal displacement issue and the current lack of a legal framework and the role, therefore, of the Guiding Principles (S/PV.4089). Later that month, the Security Council adopted a resolution concerning the situation in Burundi (resolution 1286 (2000)), in which it noted that United Nations agencies and regional and non-governmental organizations, in cooperation with host countries, were making use of the Guiding Principles, inter alia, in Africa.

12. Views on the issue of internal displacement and the Guiding Principles were also expressed by States in the context of the Security Council's discussion on "maintaining peace and security: humanitarian aspects of issues before the Security Council" in March 2000 (S/PV.4110), and later in July 2000, when the Council discussed the report of the Secretary-General on children and armed conflict (A/55/163-S/2000/712), which recommends, inter alia, that the Council call

upon parties to armed conflict to adhere to the Guiding Principles (S/PV.4176 and resumption 1).

13. The Economic and Social Council considered the issue of internal displacement in the context of its humanitarian affairs segment in July 2000. It will be recalled that in its agreed conclusions 1998/2 of its coordination segment, the Council commended the efforts taken to promote a comprehensive strategy that focuses on prevention, as well as better protection, assistance and development for internally displaced persons and noted the progress achieved in developing a legal framework. The Council also referred to the Guiding Principles in its agreed conclusions 1998/1, on the issue of special economic, humanitarian and disaster relief assistance, noting the Inter-Agency Standing Committee (IASC) decision relating to them. The following year, in its agreed conclusions 1999/1, it called on all States to apply internationally recognized norms with regard to internally displaced persons and also took note of the fact that IASC is using the Guiding Principles.

14. In 2000, the humanitarian affairs segment considered the issue of internal displacement within the much broader theme of strengthening of the coordination of emergency humanitarian assistance of the United Nations. The Secretary-General, in his report to the Council on strengthening of the coordination of emergency humanitarian assistance of the United Nations (A/55/82-S/2000/61), noted that the Representative had made substantive progress in mobilizing international attention to the problems of the internally displaced and identifying their specific rights and needs. The Guiding Principles were cited as the result of these efforts and, based on existing principles of international law, were considered to offer important guidance. The Secretary-General noted that agencies had recognized the Principles as a valuable instrument for strengthening the linkage between assistance and protection in all phases of displacement.[5]

15. In the informal discussions during the humanitarian affairs segment, which did not produce any agreed conclusions, the representatives of several Governments expressed concern that the Principles had not been drafted or formally adopted by Governments. However, those same States, it was pointed out, had voted for the resolutions of the Commission and the General Assembly encouraging the development of the Principles, recommending their wide dissemination and requesting the Representative to use them in his dialogue with Governments. Indeed, Governments from all regions have expressed support for the guidance contained in the Principles and emphasized their value to those working with the displaced.

16. During the fifty-fifth session of the General Assembly, interest in the Guiding Principles was expressed in the context of the annual resolution on the Office of the United Nations High Commissioner for Refugees (UNHCR). At its previous two sessions, the General Assembly had noted in that resolution the relevance of the Guiding Principles and reaffirmed its support for the role of UNHCR in providing assistance and protection to the internally displaced (resolutions 53/125, 54/146). At the fifty-fifth session, the representative of Egypt requested a vote on the paragraph referring to the internally displaced: 139 States voted in favour of the paragraph; none voted against and 31 abstained. The resolution itself was adopted without a vote (resolution 55/74).

17. In response to these developments, the Representative has had meetings with a number of Governments, including the Government of Egypt, and in response to their concerns, intends to broaden and intensify, in the context of his missions and in bilateral or multilateral meetings, his consultations with States on the Guiding Principles and how best to apply them in support of internally displaced populations.

B. Promotion, dissemination and application of the Guiding Principles

18. Significant efforts to promote, disseminate and apply the Principles are being undertaken at the national, regional and international levels by Governments, non-governmental organizations and intergovernmental organizations.

National level

19. A number of significant developments have taken place at the national level as concerns the promotion and application of the Principles since the Representative last reported to the General Assembly. In Colombia, for example, the Constitutional Court has delivered two judgements which cite the Guiding Principles in support of actions in favour of the internally displaced. In one of those judgements, the Court, while noting that the Guiding Principles do not

constitute an international treaty, stated that they clarify the gaps and grey areas in existing international law and have been widely accepted by international human rights organizations and should, therefore, be used as the parameters for the creation of rules and for the interpretation of Law 387 of 1997 regarding forced displacement. In addition, the Office of the President of Colombia cites the Principles as the inspiration for its integrated policy for internally displaced persons. The Ombudsman's Office included the Principles in its public awareness campaign about internal displacement, and the Red de Solidaridad Social, the government agency focusing on internal displacement, included the Principles in its book, *Attention to the Population Displaced by the Armed Conflict*. Furthermore, the Colombian Ministry of Health and the Pan American Health Organization (PAHO) have translated *Handbook for Applying the Guiding Principles* into Spanish so as to promote its use in Colombia and other countries in the Americas.

20. In another example, in Angola, the Guiding Principles became the basis for minimum standards for the resettlement of internally displaced persons, developed by the Government in cooperation with United Nations agencies. In October 2000 the standards were adopted in a decree of the Council of Ministers, signed by President Dos Santos, as norms on the resettlement of internally displaced persons, a preambular paragraph of which states that the Guiding Principles establish general principles governing the treatment of internally displaced persons.

21. Following a mission by the Senior Inter-Agency Network on Internal Displacement (see paras. 48-50 below), the Government of Burundi, in collaboration with the United Nations country team, in February 2001 established a permanent framework for the protection of internally displaced persons. The framework comprises two bodies — the Committee for the Protection of Displaced Persons, and the Technical Group for Follow-Up — whose monitoring and remedial actions in support of the displaced are to be undertaken within the framework provided by the Guiding Principles.

22. The Government of Armenia has translated the Guiding Principles into Armenian, published them in booklet form and disseminated them to all relevant ministries, and non-governmental organizations and educational institutions.

23. A number of Governments continue to request or participate in training and other seminars on the Guiding Principles. The Representative's previous report to the General Assembly referred to such seminars in Uganda and Colombia. In May 2000, representatives of the Governments of Armenia, Azerbaijan and Georgia participated in a regional workshop on internal displacement in the south Caucasus, convened by the Organization for Security and Cooperation in Europe (OSCE) and other organizations. In Angola, in 2000, government officials and military officers participated in training workshops on the Guiding Principles organized by the Norwegian Refugee Council (NRC) and UNHCR. In 2001, a training workshop was organized in Colombia in collaboration with the national and regional human rights ombudsman's office and NRC and involved the participation of 45 recently elected municipal human rights ombudsmen.

24. Other national-level workshops on the Guiding Principles are planned. For example, a seminar on internal displacement is planned to be held in Indonesia in June 2001. The seminar is being co-sponsored by the Office for the Coordination of Humanitarian Affairs of the United Nations Secretariat, UNHCR, UNDP and the Brookings Institution/City University of New York (CUNY) Project on Internal Displacement.

25. Another initiative at the national level is the promotion of the Guiding Principles through national human rights institutions. At a regional conference on internal displacement in Asia (Bangkok, February 2000) it was proposed that national human rights institutions focus on the rights of the internally displaced, press for the observance of the Guiding Principles and promote specific steps to protect internally displaced persons. In August 2000, the Asia/Pacific Forum for National Human Rights Institutions expressed support for a greater role for those bodies with the internally displaced.

26. For non-governmental organizations at the national level, the Guiding Principles have become an important vehicle for bringing about improved treatment for internally displaced persons, and they are actively using them in countries throughout the world to monitor and assess the needs of the internally displaced and advocate on their behalf. In Colombia, for example, national non-governmental organizations have widely disseminated the Guiding Principles, employ them as a benchmark against which to monitor

and evaluate national policies and legislation, and use them to promote and strengthen dialogue with the Government on the rights of internally displaced persons. National lawyers' organizations in Armenia, Azerbaijan and Georgia, with the support of the Office for Democratic Institutions and Human Rights of OSCE and the Brookings/CUNY Project, are in the process of reviewing national legislation and administrative procedures in terms of the Guiding Principles. In Sri Lanka, the non-governmental Consortium of Humanitarian Agencies in 2001 published a "toolkit" to promote the dissemination and application of the Principles among government officials, non-State actors, international and national non-governmental organizations and international agencies working with the displaced in that country.

27. To assist in the promotion, dissemination and application of the Guiding Principles at the national level, the Principles are being translated into an ever-increasing number of languages. The translations are being posted on the web site of OHCHR. Such efforts to translate and publish the Principles have been undertaken at the initiative of a variety of actors, Governments, the United Nations and its agencies, and international and local non-governmental organizations, often working in partnership. Support for additional efforts may be available from OHCHR in the framework of technical cooperation projects. OHCHR has also included in its annual appeal for 2001 the translation and publication of the Guiding Principles into the local languages of a number of countries with problems of internal displacement.

Regional level

28. Regional organizations also continue to devote attention to the promotion and application of the Principles. In resolutions 54/167 and 2001/54, the General Assembly and the Commission, respectively, noted with appreciation that regional organizations are making use of the Guiding Principles in their work and encouraged their further dissemination and application. In particular, the Commission welcomed initiatives undertaken by the Organization of African Unity (OAU), the Organization of American States (OAS) and OSCE.

29. OAU, it will be recalled, took note of the Guiding Principles with interest and appreciation and in 1998 co-sponsored a seminar on their use in Africa. The organization participated in the International Colloquy on the Guiding Principles on Internal Displacement (see paras. 43-44), during which consideration was given to OAU efforts to disseminate and apply the Principles and to possibilities for future action, including playing a more active role in monitoring situations of internal displacement and in influencing Governments to address the problem. The African Commission on Human and Peoples' Rights also participated in the Colloquy. Its representative suggested that the Commission possessed significant potential for integrating the issue of internal displacement and the Principles systematically into its work — for example, in the context of its fact-finding missions and in its general advocacy work and dialogue with Governments.

30. At the subregional level, in April 2001, Ministers of the Economic Community of West African States (ECOWAS) adopted a declaration at the Conference on War-affected Children in West Africa, held in Ghana and co-hosted by the Governments of Ghana and Canada, which welcomed the Guiding Principles and called for their application by ECOWAS member States. An ECOWAS representative also participated in the International Colloquy on the Guiding Principles and expressed that organization's interest in further promoting the Principles.

31. The South African Development Community (SADC) scheduled, in June 2001, a seminar on forced displacement, together with UNHCR-Pretoria, the Representative of the Secretary-General and the Brookings/CUNY Project. However, for practical reasons, it decided to postpone the seminar. Consultations are under way with the UNHCR regional office, and it is the hope of the Representative that the seminar will be rescheduled next year.

32. In the Americas, the Inter-American Commission on Human Rights of OAS and its rapporteur on internally displaced persons have regularly been applying the Principles in their work and monitoring conditions in different countries in terms of the Principles. Their activities in that regard were outlined at the International Colloquy, in which a representative of the Commission participated and from which suggestions emerged for future action on its part.

33. OSCE and its Office for Democratic Institutions and Human Rights (ODIHR) have begun to focus increasingly on the application of the Principles. In September 2000, ODIHR, in conjunction with the

Government of Austria, convened the Supplementary Human Dimension Meeting: Migration and Internal Displacement, at which the Representative gave a keynote address. A principal goal of the Meeting was to elaborate ways in which OSCE institutions, field operations and participating States could enhance their response to internal displacement, in particular through the practical application of the Guiding Principles. Among its recommendations, the Meeting called for the integration of internal displacement into the activities of OSCE, using the Principles as a framework. It also recommended that heads of field missions evaluate their operational activities according to the Principles, and that the Principles also be used to monitor and review new and protracted situations of displacement.[6]

34. The Council of Europe has become increasingly engaged with the internal displacement issue, in particular through the activities of the Parliamentary Assembly and its Committee on Migration, Refugees and Demography, which have sought to address situations of internal displacement by, for example, undertaking fact-finding missions to displacement-affected countries and recommending respect for the Guiding Principles.[7] The Committee invited the Representative to speak on the Principles at its meeting in October in Paris; a statement was delivered on his behalf. In September 2001, the Committee and the Representative will co-host a seminar in Geneva on internal displacement in Europe and the application of the Guiding Principles.

35. The Commonwealth, which also participated in the Colloquy, has in the past expressed its support for the efforts of the Representative to develop a normative framework for the internally displaced. A number of suggestions were made at the Colloquy on how the organization could enhance its activities in regard to internal displacement and the Guiding Principles — for example, through workshops and conferences.

36. The Commission has expressed its appreciation for efforts to disseminate and promote the Principles at regional and other seminars. It encouraged the Representative to continue to initiate or support such seminars in consultation with regional, intergovernmental and non-governmental organizations and other relevant institutions (resolution 2001/54).

37. In February 2000, a regional conference on internal displacement in Asia was convened in Bangkok at the invitation of the Representative, hosted by Forum Asia and the University of Chulalongkorn and sponsored by UNHCR, the Brookings/CUNY Project, NRC and the United States Committee for Refugees. Participants came from 16 Asian and other countries and included representatives of national human rights commissions, academic and research institutions, local, regional and international non-governmental organizations, the media and international organizations. The goals of the conference included promoting the dissemination and application in Asia of the Guiding Principles and sharing information on the problem of internal displacement within the Asian region with a view to identifying effective practices for addressing it. Participants welcomed the Principles, noted the positive contribution they could make in promoting protection and assistance, and urged their observance by all relevant actors. The conference proceedings have been published by UNHCR in a special issue of *Refugee Survey Quarterly*, devoted to internal displacement in Asia.[8]

38. In May 2000, a regional workshop on internal displacement in the South Caucasus was convened in Tbilisi, Georgia, co-sponsored by OSCE/ODIHR, the Brookings/CUNY Project and NRC.[9] Attended by representatives of the Governments of Armenia, Azerbaijan and Georgia, the Representative of the Secretary-General, representatives of international organizations and national non-governmental organizations, and international experts, the workshop used the Guiding Principles as a basis for discussing strategies for addressing internal displacement in the region. Participants welcomed the Principles as a useful restatement of international law pertaining to the internally displaced as well as an instrument providing clear guidance in cases where existing international law contains grey areas.

39. From 31 May to 4 June 2001, the Brookings/CUNY Project, in collaboration with the Centre for Refugees and Forced Migration Studies of Skopje, Macedonia, organized a lecture series entitled "Exodus Within Borders: The Global Crisis of Internal Displacement". The lectures, which were given by experts from academic and research institutions, international organizations and non-governmental organizations, were held in the former Yugoslav Republic of Macedonia, Albania and Bulgaria and sought to raise visibility to the worldwide problem of

internal displacement and focus attention on the Balkans region. Particular attention was paid to the Guiding Principles. Audiences included government officials, international organizations, regional organizations, international, regional and national military and police, non-governmental organizations, academics, experts and students. TV, radio and newspapers featured the series. The Macedonian portion was co-sponsored by the Institute for Sociological, Political and Juridical Research of St. Cyril and Methodius University of Skopje, UNHCR-Skopje and the Open Society Institute. The Bulgarian portion was co-sponsored by UNHCR-Sofia, the Bulgarian Red Cross, the Refugee Agency and the Bulgarian Helsinki Committee; and the Albanian portion was sponsored by the Centre for Refugee and Migration Studies in Tirana.

International level

40. The Commission on Human Rights has consistently emphasized the importance of integrating the internal displacement issue into the activities of its special procedures (country and thematic rapporteurs) and the human rights treaty bodies. A number of the Commission's special procedures, as a result, have already begun to refer to the Guiding Principles in their reports and statements and also in the context of urgent appeals. The human rights treaty bodies, for their part, have become increasingly seized of both the internal displacement issue and the Guiding Principles.

41. OHCHR continues to be engaged in the promotion, dissemination and application of the Principles. The High Commissioner uses the Principles in her advocacy efforts in regard to specific country situations and has also referred to them in relation to specific thematic concerns regarding the internally displaced. In addition, the Principles have been disseminated to and are beginning to be applied by United Nations human rights field presences, almost all of which are in countries affected by internal displacement.

42. The Senior Inter-Agency Network on Internal Displacement (see paras. 48-50), chaired by the Office for the Coordination of Humanitarian Affairs, made the Guiding Principles the framework for its activities and missions to different countries.

C. Future steps in promoting the implementation of the Guiding Principles

43. Additional initiatives to promote the use of the Principles were discussed at the International Colloquy on the Guiding Principles on Internal Displacement, jointly convened by the Representative and the Government of Austria (Vienna, September 2000), and organized by the Brookings/CUNY Project. The principal objectives of the Colloquy were to review and evaluate how the Principles had been received at the international, regional and national levels and to explore how best to further promote their implementation. The 50 participants came from different geographical regions and represented a broad cross-section of international, regional and subregional organizations, national human rights commissions, local and international non-governmental organizations, and research and academic institutions.

44. A major focus of the Colloquy was to promote the integration of the Principles into the work of existing actors, in particular the United Nations human rights system, the international humanitarian and development organizations within IASC, regional organizations and non-governmental organizations. The Colloquy's plan of action can be found at www.brook.edu/fp/projects/idp/conferences/vienna200009/summary.htm.

45. To conclude, the Guiding Principles have clearly come to constitute an important advocacy tool for international organizations, regional bodies and non-governmental organizations in their work on behalf of the displaced. Governments also are finding the Guiding Principles a useful guide for the development of laws and policies on internal displacement. Consistent with the central role of dialogue in the implementation of the mandate, the Representative intends to broaden ongoing consultations with States in order to explore their concerns and how best to apply the Principles in accordance with the sovereign wishes of States.

III. Towards an effective institutional framework

46. Making suggestions and recommendations on the institutional aspects of the international response for providing protection and assistance to internally displaced persons has been a key component of the work of the mandate since its inception and one on which the Representative has reported regularly. Among the various options originally presented by the Representative were the creation of a special agency for the internally displaced, the designation of an existing agency to assume full responsibility for the internally displaced, and collaboration among the various relevant agencies.

47. The last option has become the preferred one for the international community, although it has not always proven adequate, especially in the area of protection of physical safety and human rights. Although important steps towards remedying this state of affairs were taken in accordance with the Secretary-General's 1997 programme for reform — in particular, assigning to the Emergency Relief Coordinator responsibility for ensuring that the protection and assistance needs of internally displaced persons are more effectively addressed within the inter-agency framework — the response to specific situations of internal displacement remains ad hoc and still largely focused on assistance.

48. In the light of these serious shortcomings, the suggestion of designating one agency to assume responsibility for the internally displaced resurfaced in 2000. The response of IASC was to reaffirm the collaborative approach as the preferred option but to acknowledge that it needed to be improved in order to respond effectively to the protection and assistance needs of the internally displaced. IASC recognized the importance of clarifying responsibilities, formulating comprehensive strategies for each country situation, and building capacity, especially in protection. Therefore, the Senior Inter-Agency Network on Internal Displacement was established in September 2000. IASC also put into place a mechanism for reviewing the realization of an effective and comprehensive response to internal displacement at the field level.

49. The Network is to undertake reviews of selected countries with internally displaced populations and make proposals for an improved inter-agency response to their needs. The country reviews are also to provide the basis for longer-term recommendations to strengthen future response. The Guiding Principles are the frame of reference for the review process.

50. Headed by a special coordinator, the Network comprises senior focal points from participating member agencies and standing members of IASC. Its terms of reference accord a special role to the Representative in view of his global advocacy function and expertise, and the special coordinator is to seek his advice with regard to all activities and to liaise closely with him. The office of the Representative is thus an active member of the Network.

A. Clarifying responsibilities

51. The need to clarify responsibilities for the internally displaced was acknowledged and addressed by the preparation (with the active involvement of the office of the Representative) and adoption by IASC principals in April 2000 of the document "Supplementary guidance to humanitarian/resident coordinators on their responsibilities in relation to internally displaced persons".

52. The document consolidates earlier policy guidelines, recalling the different levels of international responsibility for internally displaced persons. In particular, it restates the responsibility of the humanitarian/resident coordinator or the country director of the lead agency (if designated) for the strategic coordination of the United Nations response to the needs of internally displaced persons. The humanitarian/resident coordinator or country director is to recommend to the Emergency Relief Coordinator, in consultation with the United Nations country team and other relevant partners, an allocation of responsibilities for the protection and assistance to internally displaced persons and for ensuring that gaps in the response to their needs are systematically addressed.

53. In addition, the humanitarian/resident coordinators or country directors are given responsibilities in the area of advocacy, in particular to engage in dialogue with national and local authorities to impress upon them their primary responsibility for protecting and assisting internally displaced persons. Furthermore, in support of the Representative's advocacy role, the humanitarian/resident coordinators or country directors are expected to advise on possibilities for the Representative to engage in

dialogue with the authorities and with the international community in support of protecting and assisting internally displaced persons.

54. The main value of the supplementary guidance document lies in recalling and highlighting long-standing responsibilities and in placing emphasis on accountability for their effective fulfilment. Accordingly, implementation of the guidance, in particular with regard to protection, will need to be closely monitored.

B. Ensuring a comprehensive response

55. In discharging his or her responsibilities on internal displacement, the humanitarian/resident coordinator or the country director is responsible for overseeing the development of a comprehensive plan for responding to the assistance and protection needs of internally displaced persons. The plan is to take into account the role of the Government and the local authorities. It is also to reflect the protection role and mandate of organizations with special expertise in protection. Moreover, it is to address the specific needs of vulnerable groups within the internally displaced population, such as women heads-of-household, children, the elderly and the disabled.

56. The plan is to be reflected in the consolidated appeal and its common humanitarian action plan. The consolidated appeal process (CAP) is the mechanism through which the United Nations and its humanitarian partners work together to develop, carry out and, as warranted, revise a plan for addressing humanitarian crises in particular countries. The CAP is an important tool for more effectively responding to the needs of internally displaced populations in complex humanitarian emergencies. Indeed, persons displaced by conflict constitute the overwhelming majority — 90 per cent — of the populations covered by CAP. IASC, in its policy paper on the protection of internally displaced persons, has stressed the importance of ensuring that the needs of the internally displaced, particularly in terms of protection, are systematically taken into account in resource mobilization.

57. To assist IASC in that task, last year the Representative commissioned, with the support of UNICEF and the Brookings/CUNY Project, a study on the extent to which consolidated appeals for the year 2000 supported internally displaced populations.[10] The study found that most of the appeals acknowledged the special vulnerabilities and needs of the internally displaced. However, it also found that there remains considerable scope in appeal documents to enhance the analysis and response to internal displacement, particularly with regard to protection, and made a series of recommendations to that end. The IASC Working Group welcomed the report and urged that its recommendations be made immediately available to country offices engaged in preparing appeals for 2001. A preliminary analysis of the 2001 appeal documents points to measurable progress made in the attention given to internal displacement.

58. However, it is also important to note that internal displacement does not only take place in "complex emergencies", which are covered by the CAP. It also occurs in situations that are not recognized as "complex emergencies" by the international community or where access is barred to international agencies. Furthermore, protracted situations of internal displacement may persist long after the emergency phase of a humanitarian situation is over. Attention and resources must be devoted to addressing the protection and assistance needs of the internally displaced in all of these situations as well.

C. Protection: from policy to practice

59. It is now widely recognized that protection, together with assistance and solutions, is essential to an effective response to humanitarian crises. Even so, protection remains an ill-addressed component of a comprehensive response to internal displacement. Part of the problem, the Representative had been told, was a lack of conceptual clarity as to the meaning of "protection". Accordingly, the Representative, together with the High Commissioner for Human Rights and the Emergency Relief Coordinator, set out to clarify the meaning of "protection" for the internally displaced. A joint paper prepared by their offices and presented to the IASC Working Group subsequently became the basis for an IASC-wide policy paper on the issue, adopted by IASC in December 1999.

60. The policy paper constitutes a core document for IASC in its response to internal displacement and an important basis for strategy development. The challenge, however, is now one of giving practical effect to the various strategic types of protection activity that the paper outlines. The country reviews

being undertaken by the Senior Inter-Agency Network on Internal Displacement should make a valuable contribution in that regard.

61. The process of country reviews began with inter-agency missions to Ethiopia and Eritrea in October 2000 and to Burundi in December. During 2001, the Network undertook a mission to Angola, in which the office of the Representative participated, and one to Afghanistan, and plans to visit Indonesia and Colombia.

62. In April 2001, on the basis of the findings of these missions and following consultations among members and standing members of IASC, the special coordinator presented his interim report to the Emergency Relief Coordinator which outlined proposals for a strengthened inter-agency response in the field and for strengthened support capacity at headquarters level. Specifically, it proposes the establishment within the Office for the Coordination of Humanitarian Affairs of a unit for coordinating activities regarding internally displaced persons. The unit is to undertake systematic reviews of selected countries to assess international efforts to meet the assistance and protection needs of internally displaced persons and to make recommendations for improved response. The unit will also support the global advocacy efforts of the Representative. In May 2001, the Network's proposals were approved by the Secretary-General, and it is expected that the unit will be established by the end of 2001.

D. Complementarity between the mandate and the Network

63. The Representative and the Network have developed a collaborative and complementary relationship which serves to reinforce their respective efforts in seeking better to address the needs of internally displaced persons. The value of this complementarity lies in the distinctive characteristics which each brings to the international response to internal displacement.

64. The mandate of the Representative, it will be recalled, initially established by the Commission on Human Rights in 1992, was to study the causes and consequences of internal displacement, both generically and specifically in affected countries. It has evolved, at the request of the Commission and the General Assembly, into four main areas of work:

(a) Developing a normative framework for the internally displaced and promoting the dissemination and application of the Guiding Principles;

(b) Evaluating international and regional institutional arrangements for the internally displaced;

(c) Undertaking country missions to evaluate conditions on the ground and dialogue with Governments and other actors;

(d) Under the auspices of independent research institutions, carrying out research into various aspects of the problem of internal displacement, including acting as a "research arm" for the United Nations system.

The Representative reports regularly on his activities to the Commission and the General Assembly, as well as to the Secretary-General. Moreover, he does so as an independent expert outside the United Nations Secretariat. He thus exhibits a degree of flexibility in his analyses which facilitates his role as a catalytic advocate for internally displaced persons. In 2001, the Commission extended his mandate for another three years.

65. The Network, by contrast, and, in due course, the proposed unit in the Office for the Coordination of Humanitarian Affairs are intended to reinforce the role of the Emergency Relief Coordinator in ensuring that United Nations agencies, in cooperation with Governments, better coordinate and improve the delivery of assistance and protection to internally displaced populations worldwide. While not operational in itself, the unit would focus on the operational performance of agencies on the ground, examining the efficiency of the international response — in particular, issues of coordination — and reporting thereon to IASC. The unit would support the Representative's advocacy efforts, in particular with regard to the Guiding Principles, the Network's overarching framework.

66. Some degree of overlap between the work of the Representative and that of the Network (and unit) is inevitable and even desirable. What is important is that the two work together in a complementary and mutually reinforcing manner.

67. This has definitely been the case with country missions. The Representative and the Network have coordinated the selection and sequencing of the countries to be visited, at the same time recognizing that the focus of their reports and the objectives of their missions may be different. Indeed, the Representative and the Network have made use of each other's reports and follow up on their findings and recommendations. This was the case in Angola when the Network's mission of March 2001 followed the Representative's there in November 2000 and built upon his findings and in particular helped see implemented the recommendation for a protection mechanism. In other instances, the Representative may gain access to countries to which the Network may not, and vice versa, so that one may reinforce the work of the other. Furthermore, when agencies find it useful, they may call upon the Representative to visit a particular country, as when IASC requested the Representative to visit Burundi in February 2000 to reinforce its message on *regroupement*. Operational agencies on the ground often find the intervention of an ombudsman-like figure from outside the country team to be an effective way of articulating the international community's concerns to a Government.

68. For many years, the Representative called for better coordination of United Nations action for internally displaced persons. He therefore welcomes the efforts of the Network to improve coordination — in particular, to try to remedy gaps in the delivery of protection and assistance by international agencies. In response to the invitation of the special coordinator, the Representative is considering the appointment of a liaison with his mandate within the proposed unit in the Office for the Coordination of Humanitarian Affairs, which would serve further to enhance cooperation between the unit and the Representative.

IV. Country missions

69. Country missions continue to constitute a key component of the work of the Representative. Undertaking such missions provides an opportunity to study the situation of the internally displaced, to assess the effectiveness of national and international responses in addressing their protection, assistance and development needs and, most importantly, to engage in solutions-oriented dialogue with the authorities and other actors. The missions also provide an opportunity for the Representative to discuss the Guiding Principles with Governments, intergovernmental organizations and non-governmental organizations, something which both the Commission on Human Rights and the General Assembly have welcomed and encouraged.

70. The Representative has undertaken 19 country visits, to Angola, Armenia, Azerbaijan, Burundi (twice), Colombia (twice), East Timor, El Salvador, Georgia, Mozambique, Peru, Rwanda, the Russian Federation, Somalia, Sri Lanka, Sudan, Tajikistan and the former Yugoslavia.

71. Since his last report to the General Assembly, the Representative has undertaken five country missions to Burundi, East Timor, Georgia, Armenia and Angola (with the support of the Government of Japan through the Human Security Fund), detailed reports on which were submitted to the Commission on Human Rights at its fifty-sixth and fifty-seventh sessions. It is to be hoped that the recommendations emanating from those five missions will be given due regard by the Governments concerned and by the international community and will be implemented. Reports indicate that some of the recommendations have indeed been acted upon. The Commission has stressed the importance of appropriate follow-up to the recommendations by Governments and by the relevant parts of the United Nations system in IASC, including response at the country level. The resident/humanitarian coordinators have a particular responsibility for ensuring that the recommendations are duly considered by the country team and for providing updated information on their implementation. The Representative, for his part, plans to undertake in the next phase of his mandate a systematic review of the recommendations of all his country missions and will report to the Commission thereon.

72. In May 2001 the Representative was due to take a mission to Sudan, which is the country with, by far, the greatest number of internally displaced persons (over 4 million). Furthermore, the mission was to be combined with a workshop on internal displacement, to be held in Khartoum, which was agreed to by the Government and was to be co-sponsored by UNDP and the Brookings/CUNY Project. A similar workshop was to be held in southern Sudan, in Rumbek, also in collaboration with UNDP. Regrettably, at the last moment certain elements in the Government decided against the mission and workshops, for reasons that

were not given. However, the Representative is welcome to visit the country in order to discuss the situation, with a view to agreeing on alternative arrangements. The Representative is in contact with the Government on the matter and hopes that it will be resolved shortly, so that the mission and the workshops can go forward, as originally agreed.

73. Looking ahead, plans are under way for a number of country visits in the latter half of 2001. The Representative was to undertake a mission to Indonesia at the end of June 2001, to be combined with a seminar on internal displacement and a visit to the Philippines. Both missions, however, had to be postponed for compelling reasons, although the seminar in Indonesia is to be held as planned. The Representative has also accepted an invitation from the Government of Turkey to undertake a mission there later in the year.

74. In addition, over the past year the Representative has engaged in dialogue with the authorities of the Russian Federation and Mexico on the possibility of undertaking missions to those countries and hopes that positive replies will be forthcoming. In the case of the Russian Federation, the Representative requested a second mission — specifically to Chechnya — and began a dialogue with the authorities on the issue. Subsequently, the Commission adopted resolutions at its fifty-sixth and fifty-seventh sessions calling on a number of its special procedures, including the Representative, to undertake missions to Chechnya. The Commission, at its special session on the situation in the Middle East, also called upon a number of its special procedures, including the Representative, to undertake missions to the Occupied Territories. The Representative, however, has been denied entry by the Government of Israel.

V. New issues for research

75. Although the major task of studying the global crisis of internal displacement and existing legal and institutional frameworks for addressing it is largely complete, there remain issues on which additional research and consideration are required. The Representative was recently asked by the Office for the Coordination of Humanitarian Affairs to explore the question of when internal displacement ends. The Representative plans to call together experts and others to examine the matter. A number of additional issues were referred to in the Representative's last report to the General Assembly, in particular, the problem of how to address the protection and assistance needs of the large proportion of internally displaced persons who live in areas not under government control and who are subject to the actions of armed groups or non-State actors; and the issue of donor policies towards internal displacement, in particular, the nature of specific activities that they fund, through bilateral and multilateral assistance.[11]

76. Plans are under way to carry out research in a number of other areas. Given that the primary responsibility for meeting the protection and assistance needs of the internally displaced rests with the national authorities of the State concerned, the Brookings/CUNY Project intends to carry out a comparative analysis of national responses to situations of internal displacement with a view to promoting more effective policies and programmes at the national level and simultaneously helping to guide the most appropriate international response.

77. A review is also planned of the activities of regional organizations in regard to internally displaced persons with a view to identifying the most effective roles for those organizations in addressing situations of internal displacement.

78. Research into the role of peacekeeping forces vis-à-vis internally displaced populations is also planned. Specifically, the Brookings/CUNY Project will seek to determine the ways in which peacekeeping forces can better support the assistance and protection needs of internally displaced persons in those locations where they are deployed. The Brookings/CUNY Project also plans to concentrate in the coming months on the development of a more comprehensive protection regime for refugees and internally displaced persons. There is fear in refugee circles that extending protection to the internally displaced will prevent persons fleeing the country and undermine their right to asylum, the keystone of refugee protection. The Project plans to undertake research into the tensions that sometimes exist between refugees and internally displaced persons and to develop policy responses that might better integrate the protection concerns of both groups into a comprehensive regime.

VI. Conclusion

79. In his first report to the General Assembly, at its forty-eighth session in 1993, the Representative observed that, given the acuteness of the crisis of internal displacement and the urgent need for remedies, it was to be hoped that the international community would soon see fit to develop appropriate normative principles and institutional arrangements for an effective response to the serious problem confronting the rapidly increasing numbers of internally displaced persons worldwide.

80. Eight years later, it is encouraging to note developments in both respects. A normative framework has been established in the form of the Guiding Principles on Internal Displacement, and important and often quite innovative efforts are being pursued by an increasing number of States and intergovernmental, regional and non-governmental organizations to promote, disseminate and apply the Principles. As concerns institutional arrangements, in the past months progress has been made towards a better coordinated international response.

81. At the same time, it would be tragically ironic if the international community were to view these developments, encouraging though they are, as grounds for complacency. On the contrary, the crisis of internal displacement is as acute now as it was eight years ago. Moreover, as an understanding of the issues has increased and deepened, so has the challenge of responding.

Notes

[1] See E/CN.4/2000/83 and E/CN.4/2001/5.

[2] A/54/409, para. 20.

[3] S/PV.4046 and resumption 1 and Corr.1 and 2 and resumption 2.

[4] S/PV.4130 and resumption 1.

[5] A/55/82-E/2000/61, para. 131.

[6] See OSCE, "Report of the Supplementary Human Dimension Meeting: Migration and Internal Displacement, Vienna, 25 September 2000".

[7] See "Report of the Committee on Migration, Refugees and Demography of the Parliamentary Assembly of the Council of Europe concerning the conflict in Chechnya" (document 8632, of 25 January 2000).

[8] *Refugee Survey Quarterly*, vol. 19, No. 2 (2000).

[9] See E/CN.4/2001/5/Add.2.

[10] Jim Kunder, *The Consolidated Appeals and Internally Displaced Persons: The Degree to Which UN Consolidated Inter-Agency Appeals for the Year 2000 Support Internally Displaced Populations* (UNICEF and the Brookings Institution Project on Internal Displacement, August 2000).

[11] See A/54/409, paras. 99-100.